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# **Transformation of the National Monitoring and Evaluation Arrangement in Decentralized Indonesia<sup>1</sup>**

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## **Abstract**

Indonesia started to implement the decentralization reform in 1999. It involves regional autonomy and fiscal decentralization through providing more responsibilities for local government, at provinces and districts, for development policy and process, for example including planning, budgeting, execution, and monitoring and evaluation. Using a desk review based on the the government's law, regulations, policy documents and previous research and also participant observation, this paper investigates the transformation of the monitoring and evaluation (M&E) system in Indonesia in the context of decentralization. For the analysis, I use checklist that cover six M&E dimensions such as (i) policy, (ii) indicators, data collection and methodology, (iii) organizational issues, (iv) capacity-building (v) participation of non-governmental actors and (vi) use of M&E result. This study found that the national monitoring and evaluation arrangement in the post decentralization era has improved after government launched some policies and regulation but also still has some weaknesses and facing some challenges.

Key Words: Decentralization; Public Administration; Monitoring and Evaluation

JEL: H1; H7

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<sup>1</sup> This Paper was drafted when the author pursuing a master degree at Institute of Development Policy and Management (IOB), University of Antwerp.

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## 1. Introduction

Indonesia is one of the countries that implementing a large decentralization reform. The decentralization reform in Indonesia is considered ambitious because it involves large populations of different ethnicities, cultures and socioeconomic status as well as different geographical situations. Indonesia started to implement the decentralization reform in 1999, that involves regional autonomy and fiscal decentralization, to make government closer to people by empowering local government, local parliament and local communities at province and district level to take more roles and responsibilities in development policy and processes, for example planning, budgeting, execution, and monitoring and evaluation (Alm et al, 2001; Firman, 2009).

There are many studies about the transformation of national planning and budgeting system in the post decentralized Indonesia such as studies by Booth (2005), Widianingsih (2005) but only few studies about the Indonesian Monitoring and evaluation system available such as a study by Barberie (1998) in the context of M&E system before decentralization and Haryana (2013) in the context M&E system after decentralization. Unfortunately, both Barberie (1998) and Haryana (2013) do not discuss M&E system in comprehensive manner. Barberie (1998) put more attention on lesson learned in M&E capacity building without any attention in decentralization when Haryana focus more on national level M&E system that coordinated by ministry of planning with small attention on decentralization.

The difficulties to find previous studies on M&E system in Indonesia become one of limitation of this paper, but it also means that additional study discussing the Indonesian national monitoring and evaluation system against this background of decentralization will provide a lot of benefit and value added, not only from academic perspectives, but also from a policy perspective. Therefore, this paper would like to investigate the transformation of monitoring and evaluation system in Indonesia as responses to decentralization.

This research would particularly conducted using a desk review based on the government's law, regulations, policy documents and previous research and also based on participant observation when I was working as a M&E practitioner in Indonesia. The analysis would be conducted based on the adoption of checklists that were used by Holvoet and Renard (2007) and Holvoet et al (2012).

This paper is divided in four parts. The first part is an introduction; the second part focuses on theoretical insights about the monitoring and evaluation systems, including discussing the concept of state-led monitoring and how to build a state-capacity for monitoring and evaluation. The third part discusses the transformation of each component of M&E system with some background about decentralization. The fourth part focuses on conclusions and recommendations.

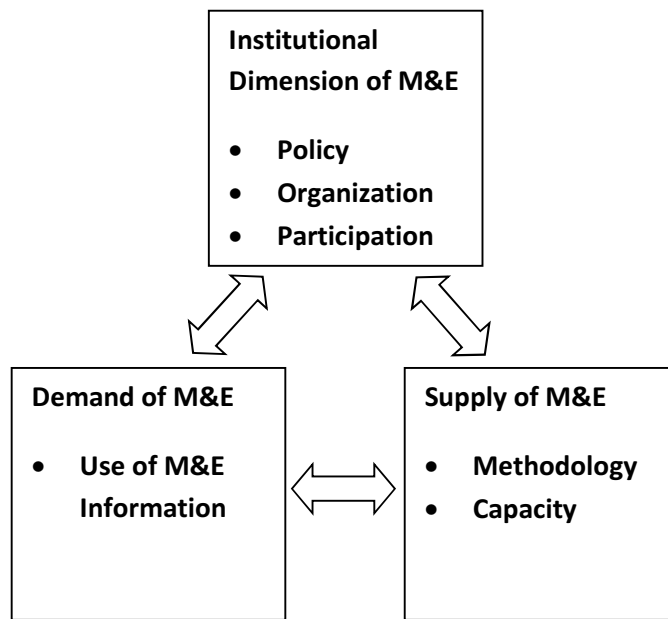
## 2. Theoretical Insights and Analytical Framework

At the outset, it may be important to have common agreement on what are the definition of Monitoring and Evaluation (M&E). There are many definitions of Monitoring and Evaluation (M&E). OECD defines monitoring as “*A continuing function that uses systematic collection of data on specified indicators to provide management and the main stakeholders of an ongoing development intervention with indications of the extent of progress and achievement of objectives and progress in the use of allocated funds*” (OECD, 2002: 27). Additionally, OECD defines evaluation as “*The systematic and objective assessment of an ongoing or completed project, programme or policy, its design, implementation and results. The aim is to determine the relevance and fulfillment of objectives, development efficiency, effectiveness, impact and sustainability*” (OECD, 2002: 21). According to OECD (2002), an evaluation should provide systematic, objective, credible and useful information of the significance of the planned, on-going or completed development activity, policy or program against appropriate standards to enable the incorporation of lessons learned in the policy process. Kuzek and Rist (2004) argue that monitoring have a link to reporting and evaluation. The result of monitoring will contribute to reporting and evaluation. Failing to perform monitoring will affect the subsequent processes of reporting and evaluation.

Valadez and Bamberger (1994) point out that Monitoring and Evaluation (M&E) can be implemented at different levels such as the project, sectoral, and national levels. The implementation of M&E is based on a M&E system, either in national level or sectoral level or even in smaller level such as project level. The smaller level M&E system, for example at project level, can be exist independently if the project is independent, or part of larger M&E system such as national or sectoral M&E system.

A national M&E ‘system’ implies a capability of government to generate (Supply) of M&E information as well as to use (Demand) the information about the policy process. The M&E system also regulates how the institutional dimension of M&E creates rule of the game in the system and creates equilibrium between supply and demand of M&E (Politics of M&E) in project, sectoral or national levels (Valadez and Bamberger, 1994; Bedi et al, 2006; Holvoet and Renard, 2007; Holvoet and Rombouts, 2008). The national M&E system should be appropriate to the country-specific factors such as evaluation capacity in the country, government demand on the information from M&E information, the planned use of M&E information, availability and quality of data and information, the ability and willingness of government to spend on M&E (UNEG, 2012) and also the government structure, whether it centralized or decentralized (Bedi et al, 2006)

**Figure 1. Analytical framework for Monitoring and Evaluation Arrangement**



Holvoet and Renard (2007) and Holvoet et al (2012) identify some key areas for analyzing the quality of M&E arrangements. Those key areas are I) policy; ii) Indicators, data and methodology; iii) Organization (Structure and Linkages); iv) Capacity; v) Participation of Actors Outside Government; and vi) Use of Information from M&E. In figure 1, I linked these different areas with the basic framework of a Monitoring and evaluation system.

To support the analysis, I used and slightly adapted the checklist used by Holvoet et al (2012). My checklist includes 27 questions, sub-divided over 6 broad M&E dimensions: (i) policy, (ii) indicators, data collection and methodology, (iii) organizational issues, (iv) capacity-building, (v) participation of non-governmental actors and (vi) use. I assigned ratings for each question, calculated an average index of question for each M&E dimensions and even aggregate detailed assessments into an overall picture of M&E. Instead following Holvoet and Renard (2007) and Holvoet et al (2012), using scoring for analyzing the quality of M&E arrangement I am focusing to discussing each key areas without any scoring.

### **3. Transformation of Monitoring Evaluation System in the Post Decentralization Era**

Since its independence until before decentralization, Indonesia had been a highly centralized but multi-level unitary state, with provinces as second level and then districts as the third level under the central government. As centralized state, many governmental functions in Indonesia were performed by central government agencies which are de-concentrated, that means under the full authority, full control and full direction of central government, in provinces and districts (Alm et al, 2001). Basically. There are three periods of government before decentralization, old order (1945-1967), new order (1967-1998) and transition periods (1998-2001) which old order and new order are authoritarian regimes (Alm at al 2001; Rock 2003).

Since January 1, 2001, the Republic of Indonesia has implemented decentralization (regional autonomy) based on a number of laws and provisions (Law No. 22 of 1999 on regional government, Law No. 25 of 1999 on fiscal equalization between central government and regional government. Given the limitation and some incomplete aspects of Law No. 22, 1999 and Law No 25 of 1999, those laws were replaced by Law No. 32/ 2004 on regional government and Law No. 33/2004 on fiscal equalization between central government and regional government and PP No. 38/2007). The decentralization eliminated the hierarchical relationship between the provincial and district governments. The people now select their own Head of District and district parliament representatives. The district government is more accountable to the locally elected Head of District, reporting directly to the locally elected parliament. In contrast, the province retains a hierarchical relationship with the central government. Decentralization did not change the accountability of sub-districts and villages to districts. Additionally, Tasks and responsibilities were transferred from the central government to provinces and districts, with the exceptions of defense and security, foreign policies, judiciary affairs, religious affairs and some monetary policies with greater autonomy in expenditure, collecting revenue and regulating transfers from the central government to provincial and district governments were provided (Alm et al 2001; Darmawan, 2008). The decentralization of authority also contribute transformation of the arrangement monitoring and evaluation in the following aspect.

#### **3.1. Policy**

One of the main regulation for M&E in the pre-decentralization periods is ministry of home affair decree No. 9, 1982 on the guidance of planning and controlling of regional development (usually called as P5D). There are constraints on the implementation of the ministry of home affair decree No 9, 1982 in term of sense of belonging of the sectoral ministries. The sectoral ministries perceived that the ministry of home affair decree is owned by ministries of home affair and only applicable for local government, not central government (Hadi, 1998). In 1996, the government of Indonesia launched the national policy on development project performance evaluation to strengthen performance evaluation (Barberie 1998).

After decentralization, there are some regulations issued which also provide general guidance with respect to monitoring and evaluation at the policy level. The regulation were issued in the format of law and government decree in which legally binding to all ministries to ensure their ownership. The summary of those regulations can be seen at table 1.

**Table 1. Transformation for M&E regulation in the Post Decentralization**

<b>Policy Areas</b>	<b>Regulations</b>
Decentralization	Law No. 22 of 1999 on regional government → Replaced by Law No. 32, 2004 on regional government Law No. 25 of 1999 on fiscal equalization between central government and regional government → Replaced by Law No. 33, 2004 on fiscal equalization between central government and regional government
Performance and Accountability	Presidential instruction no 7, 1999 on Government Institutions Performance and Accountability
Budget Monitoring	Law 17/2003 on National Budget → Government decree No. 6, 2006 on financial reporting and performance of government institutions was issued to provide more clarity on implementing Law No 17/ 2003 Law No 1, on national treasury
Monitoring and Evaluation of Development Planning	Law 25/2004 on National Development planning → provides general guidance of the responsibilities on conducting monitoring and evaluation. The M&E aspect of Law 25/ 2004 explained more at Government decree No. 39, 2006 on how to implement controlling and evaluation of the implementation of development planning. Government decree no. 39, 2006 puts more weight at national level ministry → Then Government issued following decree: <ul style="list-style-type: none"> <li>• Government decree no. 6, 2008 on the guidance for regional development evaluation arrangement</li> <li>• Government decree no 8, 2008 on steps and methodology on the creation, controlling and evaluation of regional development planning to as regulatory guidance for local government at province and districts to conduct M&amp;E.</li> </ul>

Sources: GOI, 2004a, 2004b, 2004c; 2006a; 2006b; 2008a; 2008b; 2010

The Law no 25, 2004 provides general guidance of the responsibilities on conducting monitoring and evaluation. The law regulates that every sectoral ministry and local government (province and district) should conduct controlling, monitoring and also their own evaluation. While national level line ministries conducting their own evaluation with coordination with ministry of planning as the agency responsible for monitoring and evaluation, planning agencies at provinces and district should coordinate the monitoring and evaluation at local level (province and districts) government agencies.

To provide clarity of arrangement of development monitoring and evaluation that are not clearly explained in the policy level laws above, government issued Government decree No. 6, 2006 and Government decree No. 39, 2006. Referring to the M&E terminology of input, output, outcomes and impact, both of Government decrees no 6, 2006 and government decree no 39, 2006 focus more on the input and output, while Government decree No. 6, 2006 puts more attention on financial report and government decree No. 39 more on the progress in

monitoring and evaluation. Since Government decree no. 39, 2006 puts more weight at national level ministry, Government issued government decree no. 6, 2008 and government decree no 8, 2008

Each line ministry issues regulations to translate the laws and regulations into more applicable format based on their needs. The Ministry of Home Affairs released the Decree of Ministry of Home Affairs No. 54, 2010 (MOHA, 2010) as applied translation of the government decree no. 6, 2008 which regulates how to evaluate regional development planning and also regulates the statistical data and indicators for the development planning and monitoring at province and district level. The Ministry of Home affair decree No.54 is the decree can be considered as the replacement of ministry of home affair decree No. 9, 1982 because those decree are issued by same ministries, have similar purposes and have similar level of comprehensiveness.

In addition, sectoral agencies also have in-house reporting regulations linked to their own requirements. For example, in the education sector, the Ministry of National Education released Decree No. 15 2010 to provide minimum service standards for basic education based on a set of indicators, in which district and provincial education offices have to report every year. In the health sector, the Ministry of Health released Decree No. 741, 2008 that provides minimum service standards and indicators for health services in which district and provincial health office have to report every year. It will be challenging for districts to make a plan for achieving minimum service standards in those sectors since the data and indicators are not always available and reliable (MoH, 2008; MoNE, 2010; 2013).

Different to some other countries, there is no a single comprehensive document with the title or the content of “M&E plan of government of Indonesia,” but some sectoral, ministerial or project M&E plans exist which are complementary to the regulations. Additionally there are some specific M&E guidelines for specific priority area, projects or sectors. For example in the area of poverty reduction there are some M&E guidelines already developed to provide guidelines explaining “what to evaluate, why, how, for whom” for each poverty reduction programme coordinate by the national team for acceleration of poverty reduction (TNP2K). The guidelines provides in information how to select indicators, how to collect data collection and and how to measure the achievement of poverty reduction. The M&E guideline also provides some information about the reporting mechanism for poverty reduction in Indonesia (TNP2K, 2012b).



**Table 2. Transformation of M&E Policy**

	<b>Before Decentralization Two different periods, new order (before 1998) and after crisis (1998- 2001)</b>	<b>After Decentralization After 2001</b>
M&E plan	There was regular reporting and monitoring especially during new order regime. I assume there was M&E plan	No single documents of M&E plan, but the regulations explain M&E activities should be done including the responsible organization and calendars
M versus E	Control and monitoring were more common terminologies	The operational regulation provides clear explanation of the terminologies
Autonomy & impartiality (accountability)	Not easy for ensuring Autonomy and impartiality during authoritarian regime	There are independent budget for M&E in ministries
Feedback	There is mechanism for reporting, dissemination and integration	The regulations had detail explanation on reporting, dissemination and integration
Alignment planning & budgeting	Very good, because strong role of BAPPENASS	The regulation provides guides on alignment, but there are constraints and challenges in the implementation

Sources: Barbarie, 1998;Booth, 2005; GOI, 2004a, 2004b, 2004c; 2006a; 2006b; 2008a; 2008b; 2010; Haryana; 2013

Before decentralization, M&E works were polled at the planning ministries and in some extent, ministry of finance. During that time, sectoral ministries did not adequately adopt M&E and focus more on data and reporting with consequences, lower budget allocation for M&E related activities. Actually it may also caused by the late adoption and scaling up of M&E system itself (Barberie, 1998). After decentralization, every ministry has a special budget for monitoring and evaluation (M&E) and have their own M&E unit. But the key issues here is self-reflection bias. Since each ministry is conducting self evaluation (by their M&E unit), it seems hard to find negative, critical or sensitive information from their internal monitoring and evaluation in their report, especially in their reports for external consumption (except some special studies that focus on evaluating policies). The Ministry of planning has authority to conduct evaluation, but their evaluation is likely to be focused on progress and result (it seems that they have difficulties to open the black box of the program implementation theory). To deal with this issue, the Indonesian presidency established the independent unit under the president that is responsible for controlling and monitoring of development (called UKP4). While some works of UKP4 are overlapping with the ministry of planning, UKP4 had some innovation for example involving citizen in monitoring and evaluation of public services though online citizen complaint and feedback mechanisms.

Many regulations and guideline means many approaches. When some of M&E guidelines, either pre or post decentralization, are not available online or each sectoral agencies have their own M&E guidelines or when an agency develop or update the new M&E guidelines, they may not carefully review the M&E regulation or guidelines of other agencies. It means even if a regulation that is developed by a ministry is explicit or even in the good quality, there are high risk of inconsistency when comparing to M&E regulations and guidelines developed by ministry of planning or ministry of home affair in term of the indicators, reporting,

dissemination, integration. While some ministries or agencies has overlapping sectors, program, project or activities (for example ministry of education and ministry of women empowerment and child protection, the M&E regulation or guidelines for overlapping sectors or program often are not consistent each other.

The inconsistencies also lead to the risk of disintegration of M&E on the one hand and the planning and budgeting on the other hand. According to the law (MOHA, 2010), the result of monitoring and evaluation need to be integrated into the mid-term (5 years) and short term (1 year) development planning by ministry of planning (BAPPENAS) and into the sectoral mid-term and short term planning of line-ministries at central level and also in local government level. But there is a challenge because of inconsistency of the planning and M&E indicators. Furthermore, the main challenge to integrate the result from M&E that was conducted by central government into the mid-term and short term planning of province and districts because the decentralization lead to lower influence of central government to local government. The local governments rarely use the M&E result from national level for planning and budgeting while they may not conduct proper M&E at local government level.

### **3.2. Indicators, Methodology and Data**

Indicators are very important for transforming data to information that is relevant for policy makers, especially in terms of simplification of the complex information for M&E purposes (Schirnding, 2002). Statistical data is often very important as the information sources for indicators, yet in developing countries, the low statistical capacity often is challenging (Kusek and Rist, 2004). The M&E indicators at local level must be carefully selected to minimize administrative burden of local government. The indicators must be readily measurable and easier to comply. Additionally, it is important to ensure that required data available at local government level (Bedi et al, 2006).

As regards the methodological aspects, the national monitoring and evaluation system is also based on regulation as the main references. The main regulations for national monitoring and evaluation arrangement are Government decree No. 39, 2006, government decree No. 6, 2008 and government decree No. 8, 2008. The methodological aspect of government decree No. 8, 20089 is translated to in more detail and applicable format in Ministry of Home Affair decree No. 54, 2010.

Government decree No. 39, 2006 has their own list of indicators and set of data entry formats. Compliance to Government decree No. 39, 2006 requires central ministries, line sectoral ministries and local government to conduct quarterly monitoring reports of budget realizations and targeted outputs realization by activity by programme, sub-function and function and annual and five yearly evaluation reports on the implementation and outcomes of yearly planning and midterm development plan respectively. The sectoral data and statistics are to be aggregated as they are reported from village to district and city to province and to line ministries. Using this and other data, line ministries prepare quarterly reports that go to national planning ministry (BAPPENAS) and Ministry of Finance. Quarterly monitoring reports from

the regions also go from Governors direct to BAPPENAS, Ministry of Finance and Ministry of Home Affair (GOI, 2006b; Haryana; 2013).

On the other hand, Government decree No. 6, 2008 requires national government to conduct performance evaluation of development arrangements. The decree also requires the local government at province and district to conduct their own regular evaluation of the quality of policy making and policy implementation regional under the framework of performance evaluation of regional development arrangement (EPPD). Performance evaluation of regional dimension arrangement consist of 17 dimensions related to quality of policy making including innovation, transparency, safety and security and relationship to parliament, budget allocation, effectiveness of policy making etc and 17 Dimensions related to the quality of policy implementation including achievement of minimum service standards, asset management, regional planning, budget management, staff management, compliance to law and regulation etc.

Basically, there is no fundamental differences between government decree No. 8, 2008 and ministry of home affair decree No. 54, 2010 (Except for the fact that the latter is more applicable and more comprehensive). The ministry of home affair decree provides guidance on the responsible agencies and their role and responsibilities on conducting evaluation of the implementation of long term (20 years), midterm (5 years) and yearly development planning between provinces; in the provinces and between districts within provinces; and in the districts. Furthermore, the ministry of home affair decree also provides the methodological guidance on how to assess the consistency between planning which supported with checklist and evaluation format for all of those types of evaluation. The format requires the responsible agencies to provide information as regards the baseline, progress and target.

Because all of sectoral line ministries at national level have their own M&E and often collect their own data and analyze with their own measure (supported with data from statistical office) under decentralization, the ministry of home affair decree also provides the indicators guidelines, for standardization purposes, with lists of indicators and indicators' data computing and measurement methods. Most of the indicators are outcome and impact level indicators, for example pupils' teachers' ratio, proportion of the poor living under poverty line etc. Basically, I think the indicators are SMART (specific, measurable, achievable, relevant and time bound). There are two official data sources that are recognized by the ministry of home affair decree, i.e. the official primary data from research, monitoring and evaluation by sectoral government agencies and secondary data from the statistical office or registration based data from sectoral agencies. The help the choosing of data sources, the ministry of home affair decree provides information of the preferred data sources for each indicators (GOI, 2010).

**Table 3. Transformation of M&E Indicators, Methodology and Data**

	<b>Before Decentralization Two different periods, new order before (1998) and after crisis (1998- 2001)</b>	<b>After Decentralization After 2001</b>
Selection of indicators	Based on Development Planning (GBHN and Repelita)	Based on Development Planning Based on Regulation
Quality of indicators and Evaluation Standard	Focus on statistical indicators	<ul style="list-style-type: none"> <li>• Most of Indicators are SMART</li> <li>• Evaluation standard did cover some issues on UNDG standard</li> </ul>
Disaggregation	Disaggregated (national level statistics and some indicators at subnational level)	Disaggregated (national level statistics and some indicators at subnational level)
Priority setting	Fewer numbers of Indicators	Different regulations and different ministries have different indicators. Need priority settings
Causality chain	No information	<ul style="list-style-type: none"> <li>• There is basic information of causality chain in Ministry of Home affair decree No. 54, 2010</li> <li>• Available in Sectoral M&amp;E guidelines</li> </ul>
Methology Used	In the regulation: Measure progress vs target	<ul style="list-style-type: none"> <li>• In the regulations: Measure progress vs target</li> <li>• Some ministries/ agencies use more sofisticated methods</li> </ul>
Data Collection	Survey, census, good quality institutional record	Survey, census, poor institutional record

Sources: Barbarie, 1998;Booth, 2005; GOI, 2004a, 2004b, 2004c; 2006a; 2006b; 2008a; 2008b; 2010; Haryana; 2013

There are some methodological issues that appear and should be put into consideration. The first issue is related to additional evaluation responsibilities for local government. While it may not become a problem for national level line ministries who only need to refer to Government decree No. 39, 2006 as regard controlling and evaluation of development planning, it may be create double burden (double monitoring, and evaluation) for local government as these entities must also refer to ministry of home affair decree no 54, 2010 (it means local government have to conduct two different M&E and develop two different reports based on two different regulations).

The second issue is related to indicators and reporting, Government decree No. 39, 2006 and ministry of home affair decree No.54, 2010 have their own list of indicators and reporting system, there are overlaps and inconsistencies among indicators and reporting format in both regulations. Additionally, Government decree No. 6, 2008 is an additional evaluation task with different reporting (the indicators also may be different, because the government decree No. 6 have different set of indicators and give large freedom for the EPPD evaluation team to identify their evaluation indicators).

The third issues are low quality of evaluation standard. The Indonesian M&E regulations (GO1, 2010; 2008a; 2008b; 2006a; 2006b) pay more attention on the narrow aspect of evaluation through the measuring the development progress and achievement based on selected the quantitative indicators rather than broader aspect of evaluation in which also deal with impact, sustainability, equity etc. When I try to assess the quality of evaluation approaches on ministry of home affair decree No 54, 2010, as the most comprehensive standard for local government, using the meta-evaluation checklist from United Nations Evaluation Group (UNEG, 2005), I found that ministry of home affair decree No 54 has a strong institutional framework on evaluation according UNEG standard. But I found that the ministry of home affair decree does not meet the UNEG standard on the competency and ethical dimension in evaluations. The ministry of home affair decree is also insufficient for providing guidance on conducting evaluation and reporting components, because while the decree focuses more on the purpose on evaluation, indicators, standard of tables and information that should be provided in the tables, there is limited attention for the quality standard of evaluation, the cost effectiveness aspect of evaluation and broader aspects of evaluation reporting.

The fourth issue is related to data constraint. The quality institutional record data is not satisfy because of poor vertical integration between district governments and provincial governments with central government. In term of data for local government, the data quality and availabilities are main challenges for local government on the implementation of M&E activities, because the required data is not always available. For example, survey data such as national socio-economic survey or national labor survey will be able to provide disaggregated data by sex or socio-economic status, at national level. But the survey data may not be able to provided disaggregated data at districts because its sample design (cluster based sample while not all districts are selected as a survey area) or the sample size at the district is not adequate.

The fourth issues is related to organizational arrangement for M&E which will be discussed in more detail in the next part.

### **3.3. Organization**

Before decentralization, the organization of the M&E system was very centralized and the national planning ministry (BAPPENAS) had very strong power, role and responsibilities on planning, monitoring and evaluation. It was also the coordinator of aid projects although the ministry of finance often become key source of ideas and innovation. The provincial and district government had limited planning, monitoring and evaluation functions during pre-decentralization periods. In the context of M&E, the local governments focused more on developing monitoring report and submitting report as requested by central government while the evaluation functions were mostly driven by central government. But the centralized system has its own advantages, the M&E system before decentralization had very strong vertical integration, both in terms of vertical upward integration or vertical downward integration (Booth, 2005).

After decentralization, the organization of M&E system is designed into a more decentralized system with increasing roles of local government (provinces and district) in

planning, monitoring and evaluation. The power, role and responsibilities of BAPPENAS in planning, monitoring and evaluation during the post decentralization periods have decreased because the some of BAPPENAS roles for planning, monitoring and evaluation of regional development was taken over by the Ministry of Home affair. Decentralization provides some opportunities for local government at provinces and districts to establish sectoral agencies based on development priorities, establish their own M&E unit, and their own M&E system (GOI 2008a; 2008b; 2006a; 2004a; 2004b; and 2008c). Although establishment of sectoral agencies and M&E may help provinces or districts to accelerate development progress in those provinces and districts, there are some disadvantages of decentralization based on M&E organizational perspectives.

**Table 4. Transformation of Organization of M&E**

	<b>Before Decentralization Two different periods, new order before (1998) and after crisis (1998- 2001)</b>	<b>After Decentralization After 2001</b>
Coordination and Oversight	BAPPENAS	BAPPENAS, Ministry of Home Affair, Local government
Statistical Office	Under central government	Under central government (not decentralized)
Line ministries	Not all ministries have M&E Unit and M&E system	All ministries have M&E Unit and M&E system
Decentralized levels	<ul style="list-style-type: none"> <li>• Strong vertical integration</li> <li>• Provinces and district collect data and make report for central government</li> <li>• Not all of provinces and districts have unit that responsible for M&amp;E</li> </ul>	<ul style="list-style-type: none"> <li>• Weak vertical integration</li> <li>• Provinces and district collect data and make report for their head of provinces or districts</li> <li>• Provinces and districts conduct M&amp;E for their purposes</li> <li>• All of provinces and districts have unit that responsible for M&amp;E</li> </ul>
Sectoral integration	Strong sectoral integration (under BAPPENAS Leadership)	Weak sectoral intergration (inconsistency of system)

Sources: Barbarie, 1998;Booth, 2005; GOI, 2004a, 2004b, 2004c; 2006a; 2006b; 2008a; 2008b; 2010; Haryana; 2013

The main disadvantages, and also challenges, of M&E during post decentralization era is vertical integration. The challenges happen because of lack of coordination central ministries and districts and also in my opinion because of agencies ego, especially between Ministry of Planning and Ministry of Home Affair. While the Law gives the ministry of planning a mandate for national M&E arrangement, the M&E arrangement in provinces and districts is under the responsibilities of the Ministry Home Affair. Based on my experiences with local government, the local government is less likely to implement M&E or develop or submit a report if it requested by the ministry of planning. Although there are sectoral agencies in the provinces and districts, those agencies are under the organization of local government, not under the organization of national sectoral ministries. Because the sectoral agencies in provinces and districts are under the organization of local government, they are more likely

would like to follow the direction from the local government leader (governors or head of districts) rather than the direction from national ministries. Additionally, although the unit that is responsible for M&E also exists in local government, but the institutional arrangement for M&E in province and districts are in the inconsistent organization format. Provinces and districts have different M&E arrangement. Some local government agencies have special unit for M&E, but some another agencies don't have special unit for M&E and often the M&E function in local government attached in either planning or data unit, in which those planning or data unit responsible for M&E activities.

The other disadvantages, and also challenges, is complex M&E organization arrangement, while government decree No. 8, 2008 and ministry of home affair decree No. 54, 2010 provide mandates to some individual government agencies, Government decree No. 6, 2008 provide mandates to collegial system in evaluation in which Government decree No. 6, 2008 required local government at province and district to work together horizontally and establish the evaluation teams (provincial team consist the provincial level government agencies as members who have to work together under the leadership of governors and for district team consist the district government agencies as members who have to work together under the leadership of head of district) for regional development arrangement performance (EPPD) to conduct regular evaluation of the quality of policy making and policy implementation. At the national level, central government also have to establish the national evaluation EPPD team under the leadership of ministry of home affair in which the member of the teams consist of national sectoral line ministries and national statistical office. The evaluation teams in both national and local government are responsible to select key performance indicators, collect and analyze the secondary data and measure the achievement. The national team is also responsible to conduct comparison analysis of the result from provinces and districts to identify the good performance and bad performance of those provinces and districts.

The positive aspect of the post decentralized M&E system is increasing attention of central ministries (ministry home affair) and sectoral line ministries for example ministry of health and ministry of education, for Monitoring and evaluation<sup>3</sup>. All of the national level sectoral ministries have M&E units and have their own sectoral M&E system. While all of national level sectoral ministries have more attention on M&E can be seen as positive aspect of M&E aspect of decentralization. There are some issues and challenges in horizontal integration among those national level ministries. According to the regulation, the M&E system of the sectoral line ministries should be linke to the central ministries such as BAPPENAS and Ministry of planning, but in the implementation, the the M&E system of sectoral line ministry ministrys often disintegrated to central ministries because of lack of horizontal coordination, inconsistent indicators and measures.

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<sup>3</sup> It can be seen from there are lot of regulation and guideline on M&E are issued by those ministres, for example ministry of home affair decree no 54, 2010 (MOHA, 2010)

The Government of Indonesia also established some ad-hoc agencies at national level that also have responsibilities in M&E. For example, the government establish President's Delivery Unit for Development Monitoring and Oversight (UKP4) in 2009 to help the president to monitor and oversee the extent to which ministries progress to meet goals in their annual plans and create an effective feedback mechanism of public service delivery (Hasan, 2013). Government also gave mandate for establishment of the National Team for Accelerating Poverty Reduction through Presidential Regulation No. 15 of 2010 (GOI, 2010) with as main purpose to strengthen the evidence based policy in poverty reduction (with large M&E component).

According to the law (Law No 16, 1997) on statistics, the statistical office is official data provider of survey data and census data, in which statistical offices conducted some regular survey, census and data analysis. The Law No. 16, 1997 also provide mandates that all of ministries have to share their data to the statistical office. The statistical office has strong vertical integration in the organization of M&E system because the Ministry of Home Affair decree No. 54, 2010 regulates that the data from statistical offices is the official data for planning, monitoring and evaluation, therefore the data from statistics is one of the main data sources for planning ministry and sectoral ministries for M&E. Statistical office also has strong vertical upward and downward agencies, because statistical office is vertical organization under central government. Statistical offices are not affected by decentralization<sup>4</sup>, that means although the statistical office have branches at provinces and districts, all of those branch directly under the national level statistical offices.

### **3.4. Capacity**

The capacity of the national monitoring and evaluation (M&E) arrangement increased significantly during pre-decentralization periods. Barberie (1998) informed that there was absence of any performance evaluation function in about significant numbers of government institutions in 1994, but then the national planning ministry quickly adapted to develop its own M&E framework and progressed toward on development. The effort to strengthening M&E capacity during pre-decentralization periods was supported by national policy on development project performance evaluation in 1996. Barberie (1998) also claimed that the government of Indonesia has strengthened its development evaluation capacity and identified some key reasons. The first reason is strong effort and actions by government of Indonesia in which also consideration to apply participatory approaches. The second reason is decision to have the ministry of planning, the strongest ministry in the pre-decentralization periods, to be fully responsible in the coordination of national M&E system with full authority to request support related to M&E from line ministries.

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<sup>4</sup> According the decentralization law (GOI, 2004a; 2004b), statistics is not included on the list of the decentralized government policy area.



**Table 5. M&E Capacities**

	<b>Before Decentralization Two different periods, new order before (1998) and after crisis (1998- 2001)</b>	<b>After Decentralization After 2001</b>
Capacity Diagnosis	The strength and weakness are identified	The strength and weakness are identified
Capacity Building Plan	Capacity building plan developed and implemented	Capacity building plan developed and implemented

Sources: Barbarie, 1998; UNICEF, 2013; GOI, 2010

It is not possible to claim that the capacity of M&E arrangement after decentralization is better comparing to the situation before decentralization, because there is no adequate comparative evidence from previous study. But is possible to see wheter there is capacity diagnosis and capacity building plan for M&E exist in the pre decentralization era. Based on my personal experience, the M&E system was not running well during the early phase of decentralization because the M&E system was not fit to decentralization context. Then new the regulations and guidelines to support the M&E arrangement during post decentralization era have been issued and supported by some trainings for government officials.

Although there are M&E capacity building efforts in the post decentralization era, I cannot justify that the government, especially local government, already have adequate capacity for M&E. According to the study that was conducted by Provincial Government supported by UNICEF in Papua (UNICEF, 2013), the capacity for M&E arrangement in national level government is relatively stronger comparing to capacity for M&E arrangement in local government in term of technical skills while local government may not always have human resources with adequate technical capacity for M&E. Other challenge for local government in M&E are high load of reporting because of different regulations that require different reporting. Additionally, lack of the existing information management system for M&E is also becoming challenge because the current information management system only able to monitor basic level of expenditure and outputs and did not give clear causal link between the outputs and intended outcomes.

The existence of the Monitoring and evaluation (M&E) policies and guidelines must be an incentive for local government to improve the M&E capacities and provide more budget allocation in M&E because it is mandatory and the local governments have to have adequate capacity to implement M&E activities based on the regulation. But in reality, local government may not adequate support and attention to M&E. Based on my experiences working in five Indonesian provinces supporting local government in M&E, I found that the capacity of local government in M&E activities is lower than central government and there are some possible reasons for explaining that. Lower capacity in local government's M&E particularly caused by perception that M&E is not key priority area. The local political leaders (such as governors or head of districts) often provide lower attention to evidence based policy and lower willingness to provide adequate financial resources for M&E capacity building because M&E is not marketable to voters.

### 3.5. Participation of Actors outside Government

The Indonesian National Parliament (DPR) has three main functions, legislative, budgeting and oversight. The DPR draws up and passes laws of its own and also discusses and approves government regulations in lieu of law and proposals from the Regional Representatives Council (DPD) related to regional issues. Together with the president, DPR produces the annual budget, taking into consideration the views of the DPD. It also has the right to question the president and other government officials about the development progress. DPR has 11 commissions (DPR, 2014).

**Table 6. Participation of Actors outside Government**

	<b>Before Decentralization Two different periods, new order (before 1998) and after crisis (1998- 2001)</b>	<b>After Decentralization After 2001</b>
Parliament	<ul style="list-style-type: none"> <li>• Before 1998. Weak (weak role, parliament agree and support whatever done by government)</li> <li>• After crisis (increase role)</li> </ul>	<ul style="list-style-type: none"> <li>• Strong role</li> <li>• limited capacity</li> <li>• Influenced by political interest</li> </ul>
Civil Society	Under authoritarian regime during new order, the involvement of civil society are limited	Increasing role of civil society and establishment of M&E association
Donors	Strong role of donors	Strong role of donors

Sources: UNICEF, 2013; Stepanoro and Hanik, 2013; DPR, 2014.

Basically, DPR have some M&E function to oversight development achievement. But the actual role of DPR during the pre-decentralization periods, especially during old order and new order authoritarian government while DPR is only work to support the legitimation of the presidents. After decentralization, DPR have more actual role in M&E. While DPR conducted some M&E functions such as review the progresses of development and asked confirmation from line ministries if needed, they do not conduct the “rigor M&E,” for example they often did not objectively refer the appropriate indicators, data and evaluation report, they also often make statement or conclusion of the achievement of development without any evidence, and also their judgment or statement are often biased by political interest. Therefore, it seems that their awareness and capacity on M&E need to be improved.

In 2009, some of Indonesian M&E practitioners established the Indonesian Development Evaluation Community (InDEC), a voluntary professional organization on M&E, as media of professional development for M&E practitioners in Indonesia and also to contribute towards the national M&E capacity building. Despite the fact that it is a young organization and its limitation (voluntary based and resources limitation) it has contributed to individual capacity strengthening to its members through face to face and online knowledge sharing, mini training and mini seminars. Those activities often involved government official, academia, M&E practitioners which indirectly give positive contribution for promoting evaluation practice in Indonesia (Stepanoro and Hanik, 2013). Unfortunately, based on my

observation as one of the board member of the community, I saw that although most of the members of the community are M&E practitioners and involved in M&E in their daily life, the existence of the M&E community seems not optimally utilized by government in term of the strengthening of regulation and policy as well as in terms of dissemination of M&E results.

In addition to the Initiative of M&E practitioners establishing InDEC, some local governments, with support from donors, established a new concept of communication and data coordination called “Data Forum”. Data forum aimed at laying data consolidation and improving data quality in a more informal way. For example in Papua provinces, Data forum members comprise of staffs from all sectoral government agencies and development worker of various national and international organizations. Data forum established two types of discussion method. These are, offline discussion and online. The data unit of the provincial planning office coordinated regular discussion involving all members from sectoral government agencies, while the online discussions are open to public, meaning anyone was able to put ideas, data, or throwing issues related with Papua data to be discussed openly (UNICEF, 2013).

### **3.6. Use of Information from M&E**

All of the M&E regulations informed that each evaluation have specific utilization purposes. Government decree no. 6, 2008 regulates that the result of performance evaluation of regional development arrangement at national level must be informed to the president through the ministry of home affair as evidence for capacity building while the result of each provinces and districts must be provided to the governors/ head of districts and local parliaments (at each provinces/ districts) as feedback for performance improvement.

The ministry of home affair decree No. 54 regulates that the evaluation of the previous development planning (Yearly and midterm) will contribute as evidence for the development of the new development planning. In the national development plan documents (yearly or midterm), there is presentation about the progress of development (information about historical data, with the target), unfortunately, the indicators on the plan mainly cover impact level indicators (even not all impact level indicators appear, only indicators that are considered important by ministry of planning appear in the documents).

Unfortunately, not all of those evaluation reports are available online. Outsiders are also often restricted when they would like to access those documents. . While the report may be useful for internal government purposes, the restriction of report dissemination may make government less accountable to the public. The restriction also becomes barrier to knowledge exchange, even among government agencies.

**Table 7. Use of Information from M&E**

	<b>Before Decentralization Two different periods, new order (before 1998) and after crisis (1998- 2001)</b>	<b>After Decentralization After 2001</b>
Outputs	<ul style="list-style-type: none"> <li>Published regularly as regulation</li> <li>It is difficult to find it in the internet</li> </ul>	<ul style="list-style-type: none"> <li>Published regularly as in regulation</li> <li>Some of them Published in the internet</li> </ul>
Effective use of M&E at central level	The M&E results used for evidence based policy	The M&E results used for evidence based policy
Effective use of M&E at local level	Mainly use nationally managed M&E	The local governments often conduct their own M&E and use the results for local development. But it difficult to claim the effectiveness, because the M&E capacity of local government are lower
Effective use of M&E by non government actors	No Information	The uses it seems increasing. It is also supported by the growing of M&E association and also more M&E information available online.

Sources: Barbarie, 1998;Booth, 2005; GOI, 2004a, 2004b, 2004c; 2006a; 2006b; 2008a; 2008b; 2010; TNP2K, 2012a; Haryana; 2013; Stepantoro and Hanik, 2013; Hasan, 2013; OGI, 2013

While the organic government agencies seem more restricted to publish their M&E report, the ad-hoc government agencies, for example National team for Acceleration of Poverty reduction (TNP2K) seems more transparent and assertive to disseminate their M&E findings. The TNP2K has a document communication strategy of poverty reduction (TNP2K, 2012a) in which not only perform as a guideline for reporting but also for dissemination of data and information (including the result of M&E).

It is not difficult to find the TNP2K's report and publication (Including M&E report) to be downloaded from the TNP2K websites. Some of documents produced by TNP2K are also available at the open knowledge repository of the World Bank (<https://openknowledge.worldbank.org/>). Additionally, there are evidences that some M&E studies by TNP2K that are used for policies, for example, the report of “*An Evaluation Of The Use Of The Unified Database For Social Protection Programmes By Local Governments In Indonesia*” that are used by relevant ministries to strengthen data policy for social security (TNP2K, 2014a). Other example, the report of “*Old-Age Poverty in Indonesia: Empirical Evidence and Policy Options - A Role for Social Pensions*” was used by relevant ministries for strengthening social security system for elderly (TNP2K, 2014b). Furthermore, the document of “*Finding the Best Indicators to Identify the Poor*” was used by relevant ministries as reference for targeting the poor (TNP2K, 2013).

Fortunately, there is a new hope that government of Indonesia will become more transparent on publishing their documents. Furthermore, the government of Indonesia launched the regulation to open public data and information and also join the open government initiative, an international platform for domestic reformers committed to making their governments more open, accountable, and responsive to citizens. Since joining the initiative the government of Indonesia started to make some information accessible to the public (Hasan, 2013; OGI, 2013).

## **4. Conclusions and Recommendations**

### **4.1. Conclusions**

This research found that the national monitoring and evaluation arrangement in the post decentralization era improved after government launched some policies and regulation. The regulation provides a basis and guidelines for implementation of monitoring and evaluation (Methodology and data collection), organization of M&E arrangement, key area of capacity building, participation and the use of M&E. Despite some advantages, there are gaps in the national M&E arrangement that can be considered as problematic and systemic. These are not only related to problems in implementation like methodology and technical capacity of human resources but also in regulation itself. Therefore the recommendation should be able to address all of the weaknesses in the M&E system, from regulation to the implementation level, in which regulation should be a starting point.

This paper found that a high level technical forum at national level to address identified issues in the Monitoring and evaluation (M&E) regulation. Furthermore, advocacy and involvement of Parliament to approve the improvement of the regulation that is impacting M&E will be an important aspect. The advocacy should be consistent to the findings of the system review and recommendations. Indirectly, it also important to strengthen the development planning and budgeting regulation to create more monitorable and evaluable planning and budgeting system.

Additionally, it will be very beneficial to strengthen the voluntary professional associations in M&E and increase their involvement in the development evaluation, not only in implementing evaluation but also in the strengthening regulation and policy as well as dissemination of the M&E results. Civil society also will be important actors in development evaluation that should be involved.

Improve M&E data consolidation at different levels of government is important to avoid the inconsistency of the data and measures. Data consolidation should be coordinated with the statistical office and conducted on regular basis. Data consolidations are possible in formal and informal ways involving the data forum or M&E association. The data consolidation should be supported by a proper knowledge management system.

To address human resources issues, placement of right staffs for M&E tasks is very crucial. Therefore, after identify needs of M&E unit, the duty barrier institution for M&E function should conduct assessment on qualification and skill of staff prior to staff deployment to meet the M&E unit need/roles & function. The staff placement should be supported by regular staff performance assessment.

The staff placement must be supported by implementation of appropriate reward and punishment strategy. M&E staff who dedicated their time and energy to M&E works with good achievement should be awarded with promising career opportunities. Additionally, it will be

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necessary to provide competitive scholarship or training/course grants to encourage staffs to pursue higher degree on education or further M&E related courses.

In the long term, it will be beneficial to integrate the M&E capacity building with higher education system to improve the future public servant and person through providing opportunities for university students to learn about M&E when they are studying in Universities.

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