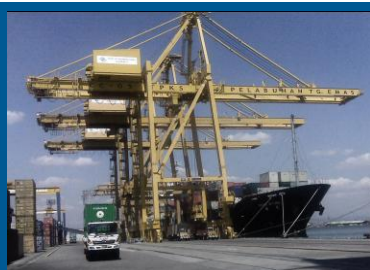




**Australia Indonesia Partnership**  
Kemitraan Australia Indonesia



# **INFRASTRUCTURE PLANNING AND CAPACITY BUILDING FOR PAPUA AND WEST PAPUA PROVINCES – INDII CASE STUDY**



**INDONESIA  
INFRASTRUCTURE  
INITIATIVE**



**Australia Indonesia Partnership**  
Kemitraan Australia Indonesia



# **INFRASTRUCTURE PLANNING AND CAPACITY BUILDING FOR PAPUA AND WEST PAPUA PROVINCES**

## **INDONESIA INFRASTRUCTURE INITIATIVE**

**November, 2010**



**BAPPEDA**

**PAPUA AND WEST PAPUA**

**November 2010**

### **Indonesia Infrastructure Initiative**

This document has been published by the Indonesia Infrastructure Initiative (IndII), an Australian Government funded project designed to promote economic growth in Indonesia by enhancing the relevance, quality and quantum of infrastructure investment.

The views expressed in this report do not necessarily reflect the views of the Australian Indonesian Partnership or the Australian Government. Please direct any comments or questions to the IndII Director, tel. +62 (21) 230-6063, fax +62 (21) 3190-2994. Website: [www.indii.co.id](http://www.indii.co.id).

### **Acknowledgements**

This report has been prepared by IndII M&E Team, who was engaged under the Indonesia Infrastructure Initiative (IndII), funded by AusAID.

The support provided by activity managers, counterparts and consultants involved with each activity is gratefully acknowledged. The report draws on information contained in progress and completion reports. Any errors of fact or interpretation are solely those of the author.

IndII M&E Team  
Jakarta, November 2010

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## Acronyms

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ANTARA	:	Australia-Nusa Tenggara Assistance for Regional Autonomy
APBD	:	Local Revenue and Expenditure Budget
AusAID	:	Australian Agency for International Development
Bappeda	:	Regional Development Planning Agency
Bappenas	:	The National Development Planning Agency
CMEA	:	Coordinating Ministry for Economic Affairs
FGD	:	Focus Group Discussion
FY	:	Fiscal Year
GoA	:	Government of Australia
Gol	:	Government of Indonesia
GR	:	Government Regulation
IndII	:	Indonesia Infrastructure Initiative
Inpres	:	Presidential Instruction
Kabupaten	:	Regency
KemenPAN	:	State Ministry for Administrative Reforms
KNDT	:	State ministry for disadvantaged regions
Kota	:	Municipality
LG	:	Local Government
LPSE	:	E-procurement unit
M&E	:	Monitoring and Evaluation
MIS	:	Management Information System
MoHA	:	Ministry of Home Affairs
MoT	:	Ministry of Transport
MoU	:	Memorandum of Understanding
MPW	:	Ministry of Public Works
PWP	:	Papua and West Papua
RPJMD	:	Regional Medium Term Development Plan
SKPD	:	Regional Work Units
SOP	:	Standard Operating Procedure

## Executive Summary

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In early 2009, the provincial governments of Papua and West Papua requested assistance from the AusAID funded Indonesia Infrastructure Initiative (IndII) to support capacity development for infrastructure planning and management within their respective Bappeda (development planning agencies).

On 18 August 2009, IndII consultants commenced Phase I of this Activity. An activity design (AD) was prepared, with briefings in Jakarta with IndII and AusAID. The AD was approved and implementation commenced in December 2009. The goal of the activity is to:

*“contribute to the achievement of Indonesia’s goal of speeding up development of Papua and West Papua, by building the capacity of Bappeda to lead the planning and development of infrastructure.”*

The case study approach is a methodology used by IndII to assess a sample of activities funded across the broad spectrum of the program. The research hypothesis for this particular assessment was to *“determine the extent to which the activity has assisted Bappeda improve its strategic function through technical support and advice provided by IndII.”*

IndII’s involvement in the two provinces is critical as part of a broader infrastructure engagement across Indonesia. However, the study reveals that impacts and results to date have fallen well short of what would be expected for an activity of this level of importance and investment.

Specifically:

- The original design was far too ambitious in light of the capacity of Bappeda and the defined time period. The study notes that there are eight specific objectives that will be achieved through completion of nine activity components where each component consists of several actions.
- There appears to be no formal agreement with Bappeda to implement an activity and no clear understanding of the design and subsequent objectives.
- There have been no formal approvals (from IndII/AusAID) for the current shift in focus away from the original design to current implementation and strategy.
- There is no structure in capacity building except for ad hoc training and occasional mentoring.
- Provision of advice around Spatial Plan is intangible and no evidence has been documented.

Some key achievements to date include:

- Alignment of activity implementation of three key strategic issues important to Bappeda – legalisation of spatial plan, development of management information system and development of standardised operating procedures.
- Delivering eight agreed workshops/trainings that provided Bappeda staff with increased knowledge about planning and monitoring.

Key challenges identified during the study include:

- Severe capacity constraints within Bappeda and lack of strategic planning and operations.
- Although positive to focus on areas of priority, current situation shows that works to address the issues (spatial plan, Management Information System [MIS], Standard Operating Procedures [SOPs]) are still at an early stage.
- Limited capacity planning and identification of needs based on career progression and organisation structure (e.g. wrong people often sent to the training makes it irrelevant to their tasks).
- There is no consistent training model and methodology utilised - ongoing engagement is needed to help consolidate learning.
- Lack of commitment and ownership to the program – ownership is critical at both senior levels in Bappeda and the political level in province (Governor) and national.
- Political issues regarding allocation of resources and assignment (e.g. changes in organisation structure – section to sub-section, high turnover of staff, lack of facilities to practice knowledge gained, etc).
- Bureaucratic and political culture in both provinces makes it inordinately difficult for the two heads of Bappeda to prepare and table plans for their own systematic and organisational improvement.

Overall the activity has faced significant challenges in design, implementation and the enabling environment. What important is to recognise the challenges and clearly define the strategy to progress forward. At the same time higher level consultations need to occur within AusAID and IndII to determine the scope and size of future (if any) engagements with the Provinces. Although evidence is scarce and results underwhelming, there is scope to develop a considered and targeted program of work for the next seven-months that have the potential to generate positive results and provide a base for future engagement.



## 1. Background and Context

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In early 2009, the provincial governments of Tanah Papua<sup>1</sup> (Papua and West Papua) requested assistance from the AusAID funded Indonesia Infrastructure Initiative (IndII) to support capacity development for infrastructure planning and management within their respective development planning agencies, known as Bappeda.<sup>2</sup>

On 18 August 2009, IndII consultants commenced Phase I of this Activity to prepare the design of the proposed activity, with briefings in Jakarta with IndII and AusAID. The design team visited Jayapura and Manokwari, meeting with the heads of Bappeda and their staff, and discussing their current capacity and their needs. The two Bappeda wished to be engaged early in the national bureaucratic reform program. The team met both Governors for briefing. A series of discussions were also held with other donors, and coordinated with AusAID ANTARA<sup>3</sup>.

The AD summarised the role and organisation of the two planning agencies, indicating differences in approach in each case. It is evident at the design phase the serious shortcomings in capacity, without providing specific details on staffing.

The design highlighted the considerable dysfunction in both Bappeda: lack of strategic planning, institutional lack of clarity, poor reporting, little influence of heads of Bappeda over their organisation and staffing.

The design was approved and implementation commenced in December 2009. The goal of the activity is to:

*“contribute to the achievement of Indonesia’s goal of speeding up development of Papua and West Papua, by building the capacity of Bappeda to lead the planning of development of infrastructure.”*

Implementation has been running for a period of ten months, with another seven months remaining. A mid-term review is currently underway but differs from the case study in that the review will focus on the evolution of the activity from design to its current state and provides recommendations on future directions as well as comment on management and budget issues.

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<sup>1</sup> This report adopts the common usage of the term “Tanah Papua” (Papua Land) to describe the area covered by the two provinces of Papua and Papua Barat (West Papua).

<sup>2</sup> Bappeda is the formal abbreviation of *Badan Perencanaan Pembangunan Daerah* in both Papua and West Papua. Bappeda West Papua was previously named BP3D or *Badan Perencanaan dan Pengendalian Daerah*, but reverted to the name Bappeda in February 2009.

<sup>3</sup> ANTARA or Australia-Nusa Tenggara Assistance for Regional Autonomy is a AU\$ 30 million, five-year program which commenced in 2005 with 3 main objectives, namely to: (i) improve district and provincial governance, (ii) increase incomes for women and men; and (iii) improve quality of and access to basic services in the four provinces of NTB, NTT, Papua and West Papua, the four least developed provinces in Indonesia.

It must be noted that the current implementation vastly differs from the original design. The specific focus of the activity is now on provision of support for the legalisation of the Spatial Plan for Bappeda, development of a MIS and SOPs. An inception report highlighted some changes from the original design but it is very difficult to track current achievements against agreed deliverables in the design.

## 2. Case Study Methodology

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The case study approach is a methodology used by IndII to assess a sample of activities funded across the broad spectrum of the program. The research hypothesis for this particular assessment was to *“determine the extent to which the activity has assisted Bappeda improve its strategic function through technical support and advice provided by IndII.”*

The case study followed a semi-structured interview process and engaged with a wide range of stakeholders to obtain a series of views and observations. Evidence was sourced and observed as a means of strengthening the case for contribution towards agreed outcomes and objectives outlined in the AD and towards broader IndII facility and development objectives.

The activity was assessed against its contribution towards the result areas of increased capacity, strengthened partnerships and improved policy formulation and implementation. The study also considered aspects of sustainability, Australian identity and issues of gender. Despite the difficulties to meet with Heads of both Bappeda to elicit their views, interview with Bappeda staff and heads of section/sub-section have provided a picture on to what extent IndII has contributed to capacity enhancement.

The case study of the *‘Infrastructure Planning and Capacity Building for Papua and West Papua Provinces Program’* was completed between October 31 and November 8 2010. The case study approach used a semi-structured interview (Attachment 1) with questions disaggregated for different target groups. A range of stakeholders involved with the program were consulted and feedback sought against key questions (Attachment 2).

### 3. IndII Involvement

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Working in Papua and West Papua is a sensitive yet strategic issue for IndII. The needs of both provinces are well documented and infrastructure needs combined with severe capacity and personnel shortages exacerbates an already existing situation.

IndII's involvement in the two provinces is critical as part of a broader infrastructure engagement across Indonesia. However, the study reveals that impacts and results to date have fallen well short of what would be expected for an activity of this level of importance and investment<sup>4</sup>.

Specifically:

- The original design was far too ambitious in light of the capacity of Bappeda and the defined time period. The study notes that there eight specific objectives that will be achieved through completion of nine activity components where each component consists of several actions (see Attachment 3).
- There appears to be no formal agreement with Bappeda to implement an activity and no clear understanding of the design and subsequent objectives.
- There have been no formal approvals (from IndII/AusAID) for the current shift in focus away from the original design to current implementation and strategy.
- There is no structure in capacity building except for ad hoc training and occasional mentoring.
- Provision of advice around Spatial Plan is intangible and no evidence has been documented.

***“From the beginning of this activity, much of the assistance given has been in response to ad hoc requests”<sup>5</sup>***

The study acknowledges that capacity and resource constraints are significant but questions remain over the ambitious nature of the activity in light of these shortages. Under most conditions, it is not feasible for capacity building interventions to attack constraints at all levels. Given limited time and resources, the following questions should have been addressed during the design phase:

- What should be the priorities for capacity building action and investment of time, resources, and energy?
- Where should specific capacity building interventions focus?
- Under what conditions will focused interventions at particular levels lead to improvements in the ability to perform development tasks?
- Under what conditions will these interventions be fruitless?

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<sup>4</sup> AusAID approved the budget of up to AU\$ 1.379 million by 30 October 2009

<sup>5</sup> Reported by Owen Podger to IndII on 20 September 2010

The current revised focus of the activity, while addressing a need, is not representative of the level of funding commitment under IndII nor realises any defined outcomes. Moreover, given the time left and bureaucratic and political cultures in both provinces, how tangible outcomes will be delivered around the three focus areas are questioned. Current projections suggest that agreed outputs may also not be achieved in the time frame.

The management issues which involved all key stakeholders (IndII, AusAID, Bappeda), such as delays in decision making process, in some ways have contributed to the current situation. Inception report and activity progress reports had indicated slow progress towards design planned and the needs of some strategic directions; however, this was not immediately addressed nor strategies were provided to deal with. Although the development of an action plan in the beginning of the activity could provide fundamental basis for capacity building program<sup>6</sup>, it is evident that this process was not taken nor maintained properly. More importantly there are systemic issues that questions were not asked to address change in direction and purpose.

Some key achievements to date:

- Alignment of activity implementation of three key strategic issues important to Bappeda – legalisation of spatial plan, development of MIS and SOPs.
- Delivering eight agreed workshops/trainings as outlined in the following table that provided Bappeda staff with increased knowledge about planning and monitoring.

**Table: List of workshops/trainings to date**

Event	Date
1. Workshop on Infrastructure Planning and Capacity Building	Jayapura, 30 November – 3 December 2009
2. Workshop on Strategic Issues	Jakarta, 2 – 3 March 2010
3. Benchmark - Comparative Study to East Java on MIS	Surabaya, 22 – 24 March 2010
4. Workshop on Bottom-Up Planning	Jayapura, 26 March 2010
5. Workshop on Infrastructure for Papuan and review self improvement action plan	Jayapura, 6 July 2010
6. Workshop on Road Planning and Maintenance	Jayapura, 25 August 2010
7. Training on MIS –M&E Applications for Development Programs	Jayapura, 5 – 8 October 2010
8. Workshop and Focus Group Discussion	Jayapura, 18 – 19 October 2010

<sup>6</sup> "Action Plans" stimulate a participants' sense of personal responsibility for using what they have gained from the training. Anecdotal evidence suggests that in some parts of the Indonesian bureaucracy the "action plan" approach has developed a life of its own. This method of working with Government of Indonesia counterparts has now been adopted by a number of other projects.

(FGD) on SOP Development for Planning and Budgeting	
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***“Training around information systems has been very useful and increased knowledge about effective and efficient reporting, when it could come into practice will significantly reduce the time and effort to do reporting.”***

***“The Indll program has been very useful - knowledge about road maintenance will support our working unit in undertaking infrastructure monitoring, primarily because our staff do not have technical background.”***

Key challenges identified during the study include:

- Severe capacity constraints within Bappeda and lack of strategic planning and operations<sup>7</sup>.

***“We struggle with capacity issues and a lack of understanding on what is required.”***

- Although it is positive to focus on areas of priority, the current situation shows that works to address the issues of spatial plan, MIS, and SOP are still at an early stage. Moreover, the strategy to progress forward with the works has not yet been formulated. Thus, it remains unclear how the desired results of those three working areas will be achieved.. For instance, in terms of speeding up the legalisation of the spatial plan, questions arise on how Indll will undertake its role. Currently identification of necessary inputs to speed up legalisation process is still underway. Although Spatial Planning Section within Bappeda Papua has requested training on spatial data analysis, it should be noted that the training itself is not the principal step that is required to speed up a legalisation process.
- Limited capacity planning and identification of needs based on career progression and organisation structure (e.g wrong people often sent to the training makes it irrelevant to their tasks).
- There is no consistent training model and methodology utilised - ongoing engagement is needed to help consolidate learning.

***“Training has only been introductory to date, we expect it to become more specific.”***

- Lack of commitment and ownership to the program – ownership is critical at both senior level in Bappeda and political level in province (Governor) and national. Capacity building is about change. The key point is that if the top persons in local government (LG) are not fully behind a program of capacity building, change is unlikely to occur.

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<sup>7</sup> According to Bappenas, lack of reliable information in Papua is the biggest problem facing planners. Some information is reliable, verifiable and up-to-date, but most data on sectors is unreliable, incomplete, or out-of-date. This applies both to information required for planning and information on implementation of plans.

There may be technical issues in Bappeda that need improvement, but technical solutions will only be effective and sustainable if undertaken in an environment of change led from the top.

***“It would be much better if IndII could set up a Memorandum of Understanding (MoU) with the Governor. MoU is important to secure commitment.”***

Likewise, ownership must exist at middle and junior level. It is these staff members who do most of the work, who often go through the most upheaval and whose commitment and efforts are critical to the success of a capacity building activity. However, current processes do not promote this.

***“Training attendance is dependent upon section heads and we are often told to attend training without prior knowledge of what the training is about or how it will help us.”***

- Political issues regarding allocation of resources and assignment (e.g. changes in organisation structure – section to sub-section, high turnover of staff, lack of facilities to practice knowledge gained, etc.).
- Bureaucratic and political culture in both provinces makes it inordinately difficult for the two heads of Bappeda to prepare and table plans for their own systematic and organisational improvement<sup>8</sup>.

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<sup>8</sup> Internal politics restrict what the two heads of Bappeda can do, and much of their time is spent positioning for action (Reported by Owen Podger to IndII on 20 September 2010)

## 4. Capacity Building

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The study reveals that capacity building within Papua and West Papua has been limited due to ad hoc nature and limited planning and coordination. This is also a function of limited engagement and logistical struggles within Bappeda to arrange capacity building activities (i.e. workshops, trainings). Given the current situation, it is difficult to obtain tangible evidences to demonstrate that changes have occurred towards Bappeda capacity, both at individual and institutional level.

With regards to gender equality, the study reveals that there has been little action to promote gender equality in the activity yet and there are no gender equality outcomes or achievements as activity outcomes.

Specific improvements in capacity as identified by stakeholders include:

- Introduction of the application for monitoring and evaluation (M&E) system has provided a framework for producing evaluation reports that is consistent and current with Government Regulations no. 39/2006 and no. 08/2008.
- Comparative study to East Java provided practical and demonstrable examples of the MIS application.
- Staff of M&E section in Bappeda Papua were able to disseminate concepts of MIS application to other agencies in provincial and kabupaten level without IndII assistance.
- Day to day mentoring on data collection have provided framework for mindset changes.

Observation in Papua indicates that advisory support from IndII has had a greater impact on monitoring and reporting sub-section, rather than other sub-section under the planning section, primarily because the leadership from head of the sub-section has provided enabling environment for the staff to be actively involved in capacity building activities. However, lack of support from higher level management restricted the sub-section to perform effectively.

***“90 percent of Monitoring and Reporting staffs have been involved in capacity building activities. But equipments shortage is the biggest constraint to make changes in the manner in which evaluation tasks are delivered. There is no budget allocated for purchasing equipments in the next FY 2011. The inclusion of this budget in APBD (Local Revenue and Expenditure Budget) is dependent upon heads’ decision.”***

Importantly, this suggests that advisory support might be more desirable than adhoc training.

### 4.1 Knowledge and Skills

In general, interviews with training participants show that staff have increased their knowledge in “wide-range” training areas such as planning and budgeting, monitoring and reporting, and



road maintenance. But it is also recognised from interviews that trainings have only been introductory to date and lack of ongoing training means that application is limited and motivation soon runs out. In this environment, it is hard to gauge what new knowledge and skills have been provided and more importantly its relevance in application given that training is introductory and adhoc.

The observation on gender reveals that there has been no increase in knowledge and skills with regards to gender equality. Gender awareness and how to mainstream gender into infrastructure planning has to date not been incorporated into implemented activities. There appears to be a lack of appreciation of the current low level of understanding within the partner organisation with regard to gender and the efforts which need to be undertaken to make any effective change.

#### **4.2 Attitude Change**

One positive indicator of attitude change identified by the consultant is that there is increased awareness, although limited, on what is required for undertaking planning and monitoring.

***“I witnessed changes in awareness. They used to do planning or program development without data analysis. The absence of device such as Global Positioning System (GPS) becomes the reason why data had never been collected to support planning. However, the main problem actually is the mindset. There was no awareness of the importance of having reliable data. They did not have justification for making decision, often in conflict with other LG working unit because of less accountability. I have been struggling for months to make them aware and to force them to go to the field. The data shortage makes it difficult to put knowledge into practice. Although we give training about road maintenance, new knowledge could not be applied because road data is not available. Often I visited the field by myself, collected some road data and showed them the results. Then one day, the Head of Physical and Infrastructure unit borrowed my GPS and then surveyed some spots in Trans Papua road. I assisted him in analysing the data. From my perspective, I would consider this as an achievement.”***

An interview with Bappeda staff confirmed this awareness - ***“I started to think how to produce a good report, for example by using spatial data.”***

In terms of gender issue, the study notes that there is no change apparent in the attitude of the government or participants towards gender equality as a result of the project.

#### **4.3 Practice Change**

There is no evidence of practice change at this stage. The original design did not provide a structured capacity building plan that caused limited training. Mismatch of selecting training participants makes change unlikely to occur. ***“Not relevant to my tasks”*** is a common answer found in this study when questions relating to knowledge application are asked. Physical

resources appear to have some impact on performance in terms of improvement of data management and utilisation. However, it was explicitly stated in the design that IndII will develop strategies for improving Bappeda facilities and systems, but does not in fact include any hardware or software. Therefore, once IndII has provided the strategies, obtaining Bappeda's buy in will be important to enable changes in practice.

With regards to gender practice, it is found that decision makers have not been explicitly encouraged to ensure that women are given equal opportunity with men to participate in activities and consultants have relied on what they perceive as equal opportunity within the respective government organisations. However, women are encouraged to contribute equally with men for discussions in the training and other capacity building activities.

#### **4.4 Institutional Change**

At this stage there is no statement that could be made around institutional change. Interviews, observations, and assessment on evidences do not give the study team with something tangible to confirm changes. The study could only conclude that Bappeda staff could have been more productive if they have clearer and more appropriate job responsibilities-where the planned SOP might be best suited to address the issue. This is important because to the extent they are using their expertise to accomplish tasks they believe to be meaningful, they will be more motivated to contribute to the organisation.

***“A staff member like me is seldom involved in the arrangement of planning, including the Regional Medium Term Development Plan (RPJMD) development. Only Echelon 3 and 4 are involved in that process. I feel that there is no adequate empowerment given to the staff.”***

There has been no change in gender equality in leadership, management or decision making positions as a result of the project.

## 5. Partnerships

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Reviewing the performance of partnerships involves two elements: an assessment of the results of the collaboration and an assessment of how the partners work together. The study, however, will not provide full assessment of partnerships within Papua and West Papua activity. The absence of Heads of Bappeda's views and lack of evidences observed on how partnerships are functioning (i.e. what works and what does not), have limited the analysis. This document will serve only as a quick review on the extent to which the partnerships work within the activity.

Within Papua and West Papua activity, relationships have been established both internally and externally. Internally, informal arrangements do exist within the Papua Government between Bappeda and LPSE or *Lelang Pengadaan Secara Elektronik* (E-procurement unit) in terms of sharing resources to practicing the application of MIS. Positive relationship between Bappeda, *Satuan Kerja Perangkat Daerah* (SKPD), and Kabupaten has been initiated through the socialisation of MIS application where Kabupaten-as important partners for Bappeda-have indicated their enthusiasm and intention to utilise the application in 2011.

Externally, the positive relationship with other donors and other AusAID programs such as ANTARA has also been established within the activity. Although there have been no formal (MoU) type arrangements, coordination meetings are conducted to reduce likelihood of duplication and overlap. Bappeda in both provinces have indicated that they wish IndII to play a model role in donor coordination.

Amongst the above relationships, the most substantial one is strengthened partnership between Bappeda and national government to enable speeding up of capacity improvement. At the beginning of the activity, the initiation to establish partnership with national stakeholders had occurred. The two heads of Bappeda realised that issues of systemic and organisational capacity building should be discussed firstly with national agencies. The national workshop in March attended by relevant ministries - Ministry of Public Works (MPW), Ministry of Transport (MOT), Bappenas, Ministry of Home Affairs (MoHA), State ministry for disadvantaged regions (KNDT), Coordinating Ministry for Economic Affairs (CMEA) - followed by a meeting which included State Ministry for Administrative Reforms (KemenPAN) have resulted on agreed actions to be taken by each Ministry to help the two Bappeda develop their systemic and organisational capacity. The workshop had provided foundation to strengthen partnership between local and national government. It was agreed that the first immediate action was that the representatives of both Bappeda would report to their respective governor and prepare a formal request to the national government for inclusion in the national program of bureaucratic reform. This important step, however, resulted in the absence of responses from the two provinces.

The activity has identified internal politics as the main factor that restricts Bappeda to maintaining the momentum. To renew stakeholders' commitment, IndII plans to have workshop on long term infrastructure planning in January 2011.

The study reveals that level of commitment is a key factor that influences partnership effectiveness, including partnership between IndII and Bappeda. The difficulties to arrange meetings, mis-allocated resources to attend trainings, and lack of existence of champions who spearhead the initiative have provided a picture of the level of commitment within existing partnership.

## 6. Policy Setting and Implementation

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The shift focuses into three areas – spatial planning, MIS, and SOP – once it is delivered it could provide important contribution towards improvements on policy formulation and implementation within Bappeda in Tanah Papua. However, the slow uptake means evidence is limited and it is difficult to adequately define the level of IndII contribution. As mentioned earlier, strategies upon these three areas are not yet clearly defined and formal approval from IndII/AusAID towards changes of the original design has not yet been obtained.

Despite the absence of formal strategies, some positive progress has taken place around MIS development. Bappeda Papua has taken a lead in MIS arrangement by holding socialisation around application<sup>9</sup> for M&E to seven SKPDs (regional work units) within provincial level and 14 Kabupaten within Papua. Bappeda Papua (i.e. M&E section) and Kabupaten in Papua plan to utilise the application by 2011. However, the plan has not yet been reflected in the budget for FY 2011. One interview with Head of Monitoring and Reporting Sub-Section confirmed this situation. Furthermore, IndII had facilitated the development of application design for M&E system in both Bappeda. The related documents are provided as Attachment 4 and Attachment 5. The case study team has not obtained confirmation for the status of these design documents (i.e. endorsement or buy in). Without Bappeda's buy in to these documents, longer term outcome is unlikely to occur.

In terms of gender equality, there are no policy, regulatory or procedural changes that have been instigated to improve gender equality as a result of the project. Counterparts did not know that IndII has a gender strategy or that the project's activities should seek to achieve improved gender equality.

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<sup>9</sup> The application derived from GR no. 39/2006 provided by Bappenas. East Java government made some modification to best suited local needs. Bappeda Papua plans to modify the application tailored for use in Papua context.

## 7. Sustainability

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An assessment of sustainability is difficult at this time; however the activity has the possibility of being sustained in the three areas of work which very much depends on the agencies' desire to progress change. There is more activity to occur and the time is not right to make a statement about sustainability.

A statement about sustainability in terms of individual capacity building is also not easy to make. More time and effort is needed to consolidate learning. It is evident that ad hoc trainings so far have had little influence in increasing knowledge and skills. Changes in individual attitudes and practices which lead to improvements in work unit performance will need years to realise. Again, working in the three areas of work is expected to provide an enabling environment that will affect staff ability to carry out tasks effectively and efficiently and provide sustainability around work unit performance. Unfortunately, sustainability considerations are external to IndII actors.

Sustainability for the long-term is dependent upon a number of key features controlled by Provincial Government:

- Degree of leadership – consistency and support from the highest level management to Bappeda.
- Institutional environment that facilitates or constrains organisational activities and affects their performance. This includes the law and regulations affecting the civil service and the operation of government, such as hiring, promotion, general operating procedures, and standards of performance.
- Ownership and level of commitment of capacity building program.
- On-going training, utilisation, and retention of professional and technical talent that contribute to task performance at the organisational level.

## 8. Australian Identity

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Senior level of management recognised that the activity is funded by the Australian Government through IndII. But a similar recognition has not occurred at the lower level. Lower staff are often confused between IndII and ANTARA; most likely because there is shared office amongst the two projects and many other donors working in Papua to address governance issues. Likewise, infrastructure area as a focus of IndII is not clearly represented in the activity which results in confusion around IndII identity. Further efforts are required to differentiate between IndII and other activities or decision around strategies engagement made to reduce duplication and overlap.

***“I am confused why IndII intervenes with Bappeda in general Papua development planning, rather than focus on its role and title, that is to help for infrastructure planning and improvement. It’s like a left hand that works on the tasks of the right hand.”***

## 9. Conclusions

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In considering the original goal and objectives within the AD combined with information and evidence from the interview, the study concludes that the investments in capacity building initiatives at its current stage have not yet paid off. If the activity is aimed only as an 'entry point' given current strategic considerations and directions, then questions are raised given the large financial contribution for limited output to date.

To mitigate the risk of underachievement, Indll management and AusAID should undertake immediate action and determine future engagement in the provinces and level and type of support to be provided. The mid-term review process should also shed light on possible considerations.

To be successful, efforts to build capacity in the public sector must be undertaken by LGs themselves. Because many of the actions required to develop capacity require political decisions, the commitment of political leaders (Governor and heads of Bappeda) and decision makers is essential to ascertain if progress is to be made. More focused interventions still require the active involvement and commitment of local decision makers and managers. As safeguards, certain check-points might be built into future activities, just to ensure that the work is not drifting, due to lack of institutional commitment. A MoU would be an asset in this situation to commit leaders to implementation and partnership.

In terms of shifting the focus areas, intensive dialogue with decision makers and managers needs to be properly carried out to enable clear understanding about the plan and subsequent actions. The mid-term review is meant to provide a clear focus/strategy for ongoing engagement. A clear strategy is required for the remaining seven months. Also important is that future activities are clearly linked to evidence sources.

***"We have awareness of needs but we need a clear plan on how to get there."***

Partnership effectiveness has been little to date. Additional works required to establish relations with central agencies for the growing importance of assistance to Papua and West Papua. Managing the relationship is key to the entire process and requires a continuous effort from all stakeholders to maintain open and regular communication.

Overall the activity has faced significant challenges in design, implementation and the enabling environment. What is important is to recognise the challenges and clearly define the strategy to progress forward. At the same time higher level consultations need to occur within AusAID and Indll to determine the scope and size of future (if any) engagements with the Provinces. Although evidence is scarce and results underwhelming there is scope to develop a considered and targeted program of work for the next seven-months that have the potential to generate positive results and provide a base for future engagement.



## Attachment 1: Case Study Questionnaire

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### IndII Case Study Questions September 2010

#### 1. Background and Context

- Please provide us with some background to the activity (name) – what was the problem that the activity was meant to resolve?
- What have been two major achievements to date for the activity?
- What have been two major challenges to date for the activity?
- Overall, how satisfied are you with the input and support of IndII? (e.g. contributing to change and impact, removing obstacles to infrastructure investment, facilitating design and implementation etc.).

#### 2. Capacity Building

##### 2.1 Individual Capacity Building

##### 2.1.1 Knowledge and Skills Change

##### Counterpart/Work Unit Questions

- Have you gained any knowledge and skills as a result of IndII adviser support?
- Did you apply/utilise the newly acquired skills in your work? If so, how? What is different now? If not, why not?
- How do you contribute to your work unit performance with your new skills/knowledge? Can you provide specific examples or evidence?
- Is there increased socialisation and linkages between you/your colleagues and other work units (e.g. training workshops, direct advice)?
- Has there been a change in your awareness about gender issues in your workplace, gender issues related to your work or about gender issues in the community because of the project? (Probe, if necessary: participation of women and men in capacity building activities, women taking lead positions, equal opportunities for promotion, equal opportunities to be involved in decision making, committees, groups, teams, etc.).
- As a result of the project, are you more aware of the need to make special efforts to ensure that vulnerable groups such as people with disabilities, the poor, and indigenous people participate and benefit from your policies, programs and activities?

##### IndII Adviser/Consultant Questions

- What capacity building support has been provided to counterparts/work unit? (i.e. specific deliverables – training, advisory support etc.).
- What specific approaches have been employed, if any, to promote greater participation and engagement by female colleagues and counterparts in capacity building activities? Was there specific capacity building for women to enable them to participate more equally?

- Have you identified any gender issues such as different needs between women and men or inequalities between women and men in the implementation of this project? Did you make efforts to address the gender issues you identified? If yes, what did you do? What were the main difficulties you faced? What is the most successful thing that you did? If not, why? Have the activity design and implementation addressed the needs of potentially marginalised groups such as women/children and people living with disabilities?

### **2.2.2 Attitude and Confidence Change**

#### **Counterpart/Work Unit Questions**

- Has the IndII consultant had any impact on your confidence and attitude to your work? How? (Compare previous to now)? Has your confidence improved your work overall (Any examples and evidence of change)?
- How is the issue of gender equality accepted by men/women in your work unit? Is it supported by the senior decision makers? If yes, how? Has there been any change in attitudes as a result of the project? If yes, what are the changes?

#### **IndII Adviser/Consultant Questions**

- Have you noticed an improved attitude towards work by counterparts (Any examples and evidence of change)?
- Have you noticed an improved attitude and acceptance towards gender equality by counterparts?

### **2.2.3 Practice Change**

#### **Counterpart/Work Unit Questions**

- Have you improved or changed any work functions/training based on your new knowledge? Please state two functions that you do differently. Examples (i.e. new curriculums, policies, training modules, new delivery methods).
- How will you utilise the skills and knowledge you have gained into the future to support job functions?
- Because of the project, have ways to improve gender equality been incorporated in any of your routine work such as planning, implementing or monitoring activities? If yes, what changes have been implemented?

#### **IndII Adviser/Consultant Questions**

- What changes have you witnessed in the application of knowledge and skills provided? Please provide evidence of change.
- What are the changes in qualities between women and men participants? How do women and men reach their potentials?

## **2.3 Institutional Capacity Building**

### **Senior GoI Management**

- In your opinion, has the work unit increased its performance as a result of IndII adviser/activity support?
- Has there been any impact(s) on other departments within the Ministry as a result of improved performance? Please give examples if relevant.
- Has there been an improvement in gender equality in your workplace as a result of IndII activity support? If yes, what has been done to bring about change?
- Have you given more support to improved gender equality in the workplace and in the routine work of planning, implementation, and monitoring and evaluation by your staff? Please explain with examples.

## **3. Partnership Building and Performance**

### **3.1 Internally**

#### **Senior GoI Management and IndII Adviser/Consultant Questions**

- Have any partnerships been established between the activity and other GoI departments within the Ministry? How would you rate these partnerships – dependent, mutually beneficial or independent? (i.e. is there evidence that departments are doing tasks independently of the adviser support?)
- Has the work unit established formalised partnerships with other departments? What have been the barriers to forming partnerships? How have you overcome these?
- What is an example of good partnership?

#### **Counterpart/Work Unit Questions**

- Do you believe your work unit has established good partnerships with other departments through your work? If yes, please explain why and provide an example of how the partnership has worked.

### **3.2 Externally**

#### **Senior GoI Management and IndII Adviser/Consultant Questions**

- Have positive partnerships been established with other Ministries, Universities and/or Donors? What was the impact of this partnership(s) on the activity (i.e. what have been the positive and negative implications)?
- Have these partnerships been effective and how have they supported the activity?
- Will the partnership be sustained after the completion of IndII involvement? If yes, how will this be managed?

### **3.4 Work Unit Performance**

#### **Counterpart/Work Unit Questions**

- Overall would you say your work unit's performance has improved with IndII adviser support? Please explain why and use examples.
- How will performance be maintained and improved with the completion of the activity? (i.e. Exit Strategy).

- Have you considered strategies to use to increase the effectiveness of the work unit after the IndII adviser/support is completed?

**Senior GoI Management and IndII Adviser/Consultant Questions**

- In your view, has work performance improved since the involvement of IndII? What is the evidence to suggest that a positive change has occurred?

**4. Policy Setting and Implementation**

**Senior GoI Management and IndII Adviser/Consultant Questions**

- Has the activity contributed to improved policy dialogue and development? If so, what have been the tangible outputs (new policies, strategies etc.)?
- Has the policy advice and support resulted in improved efficiencies and effectiveness within the Ministry/ Department? If, so, what have been the changes?
- What systems and structures (if any) have been established to implement and manage policy change?
- Have new policies contributed to improved decision making capacity and approaches?
- Has senior management been involved in the conceptual design and approval of new policy(s)?
- Has the consultation process provided a range of options for consideration? How has the consultation process been managed and supervised?
- Are new policies consistent with the Ministry and broader GoI policy goals/objectives? How?
- Have new policies addressed or responded to gender needs, implications and equalities? If yes, please provide with examples. If not, why?
- Have there been special efforts to ensure that vulnerable groups, such as people with disabilities, the poor, and indigenous people benefit from your policies?
- Have you promoted gender equality in your policy-related paper (proposed guideline, draft or regulation/procedure, working paper, recommendation reports, etc.)? If yes, please provide with example. If not, why not?

**Counterpart/Work Unit Questions**

- Has IndII provided guidance/assistance in promoting key steps in the development and promotion of new policy?
- Have you promoted gender equality in your proposed policy? If yes, please provide with example. If not, why not?

**5. Sustainability**

- What are the next steps in promoting policy and capacity enhancements derived through IndII support?
- Does the IndII consultant/adviser have an exit strategy in place for the activity?
- How would gender equality be addressed in policies and capacity enhancements in the future?

## **6. Australian Identity**

- Were you aware that the IndII advisers position is funded by the Australian Government through IndII?
- If so, what improvements and support could be given to promote Australian Identity through the program? If not, what can be done to raise awareness about Australian Government involvement?
- Has the activity developed longer-term linkages with the Government of Australia and Australia generally?

## **7. Concluding Questions**

- Based on your views, understanding and experience what improvements could be made to the activity?
- Is there anything else you would like to add to the discussions?

**Thank you for your time and effort to contribute to the case study.**

## Attachment 2: Summary of Activity Objectives, Components, Actions, and Deliverables

ACTIVITY OBJECTIVES	COMPONENT	ACTIONS	ANTICIPATED DELIVERABLES
1. Develop the capacity of each Bappeda to act as the “right-hand” of the governor in planning and programming infrastructure. 2. Assist the head of Bappeda in strategic planning to build capacity. 3. Improve the standing of each Bappeda in relation to establishing and reporting provincial accountability, including improved synchronisation, priority-setting and coordination of public and private investment. 4. Improve the standing of Bappeda in relation to organisation, establishment, staffing and operational budget. 5. Develop the capacity of Bappeda to coordinate the preparation of the next medium term development plan in 2011. 6. Support the implementation of the law on special autonomy, especially related to control of land use	1. Strategic Planning	Action 1.1. Preparations for Strategic Issues Workshop Action 1.2. Proposed new approach to long term and medium term planning Action 1.3. Review of Inpres 5 “action plans” Action 1.4. Strategic issues workshop Action 1.5. First draft Bappeda Renstra RPJMN review Action 1.6. Assist Bappeda to coordinate preparations for the interim RPJM Action 1.7. Introducing multi-year capacity building programs Action 1.8.	<b>Deliverable 1.</b> Individual Capacity Building Action Plans <b>Deliverable 2.</b> Inception Report <b>Deliverable 3.</b> Sector Review <b>Deliverable 4.</b> Concept draft strategic plans of Bappeda <b>Deliverable 5.</b> Activity Progress Report <b>Deliverable 6.</b> Assessment of Capacity Improvements <b>Deliverable 7.</b> Draft Activity Completion Report <b>Deliverable 8.</b> Activity Completion Report
	2. Allocating Resources	Action 2.1. Detailed work planning Action 2.2. Putting Activity on budget Action 2.3. Staffing policy Action 2.4. Annual planning and budgeting review Action 2.5. Bottom-up planning Action 2.6. First personnel improvement proposal Action 2.7. Budget policy and ceiling setting Action 2.8. Budget drafting coordination Action 2.9. Bappeda budget Action 2.10. 2010 budget amendment Action 2.11. Bappeda establishment plan Action 2.12. Bappeda staffing plans Action 2.13. Space for Bappeda information centre	
	3. Developing Professions	Action 3.1. Jabatan fungsional for planners Action 3.2. Association of planners	
	4. Managing Information	Action 4.1. Concept for cost information management Action 4.2. Concept for inter-agency cooperation in information management Action 4.3. Support for Daftar Isian Pelaksanaan Anggaran	

<p>and the environment.</p> <p>7. Provide on the job training to Bappeda personnel.</p> <p>8. Develop benchmarking and indicators of improvement in Bappeda performance.</p>		(DIPA - budget implementation documents) and Dana Alokasi Khusus (DAK – special allocation fund) information	
	Action 4.4.	Proposal for Bappeda library	
	5. Regulatory Framework	<p>Action 5.1. Legal basis for interim medium term development plan</p> <p>Action 5.2. Organisation of Bappeda Papua</p> <p>Action 5.3. Legal basis for Perincian Rencana Kerja</p> <p>Action 5.4. Legal basis for strategic capacity building plans in sectors</p> <p>Action 5.5. Formalising relationship between provincial Bappeda and local governments</p>	
	6. Coordinating Staff Development	<p>Action 6.1. Initiating personal strategic planning</p> <p>Action 6.2. Initiating government guidance</p> <p>Action 6.3. Planning and coordinating capacity building</p> <p>Action 6.4. Lobbying central guidance</p> <p>Action 6.5. Participating in donor coordination</p> <p>Action 6.6. Expediting education opportunities</p>	
	7. On the job training: Generic skills	<p>Action 7.1. Project management for infrastructure planners</p> <p>Action 7.2. Management of infrastructure planning</p> <p>Action 7.3. Developing a Bappeda Code of Ethics</p> <p>Action 7.4. Comparative study of monitoring and evaluation</p> <p>Action 7.5. Quality assurance approach to monitoring and evaluation</p> <p>Action 7.6. Networking and stakeholder relations</p> <p>Action 7.7. Review of sectoral detailed work plans</p> <p>Action 7.8. Review of kabupaten/kota budgets</p> <p>Action 7.9. Preparation of Bappeda and provincial</p>	

		accountability report Action 7.10. Skill improvements preparing Interim RPJM Action 7.11. Kabupaten/kota annual plan coordination Action 7.12. Contingency for short-term training Action 7.13. Special plan for returning staff Action 7.14. Personal capacity building related to planning and budgeting Action 7.15. Work progress monitoring Action 7.16. Policy evaluation	
	8. On the job training: Sectoral skills	Action 8.1. Short course on infrastructure planning Action 8.2. E-procurement Action 8.3. Spatial planning Action 8.4. Breakthrough in road maintenance planning Action 8.5. Energy, telecommunications and water Action 8.6. Sea transportation Action 8.7. River transportation Action 8.8. Air transportation Action 8.9. Integration of transportation networks Action 8.10. Integration of goods transport Action 8.11. Other sectors Action 8.12. Construction industry issues	
	9. Bench- marking personnel performance	Action 9.1. Workshop 1 (Nov 2009): Action plans for personal improvement Action 9.2. Workshop 2 (Feb 2010): RPJMN review Action 9.3. Workshop 3 (May 2010): Planning medium term planning Action 9.4. Workshop 4 (August 2010): Infrastructure 2011 work plan Action 9.5. Workshop 5 (November 2010): Integrating infrastructure Action 9.6. Workshop 6 (February 2011): preparations for provincial RPJM Action 9.7. Workshop 7 (May 2011): final assessment of	



		personal performance improvement Action 9.8. National comparative studies Action 9.9. International comparative study Action 9.10. Establishing indicators of change management Action 9.11. Personal progress files	
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### Attachment 3: Application Design for Monitoring and Evaluation System in Papua

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#### DESAIN APLIKASI MONITORING DAN EVALUASI PEMERINTAH PROVINSI PAPUA



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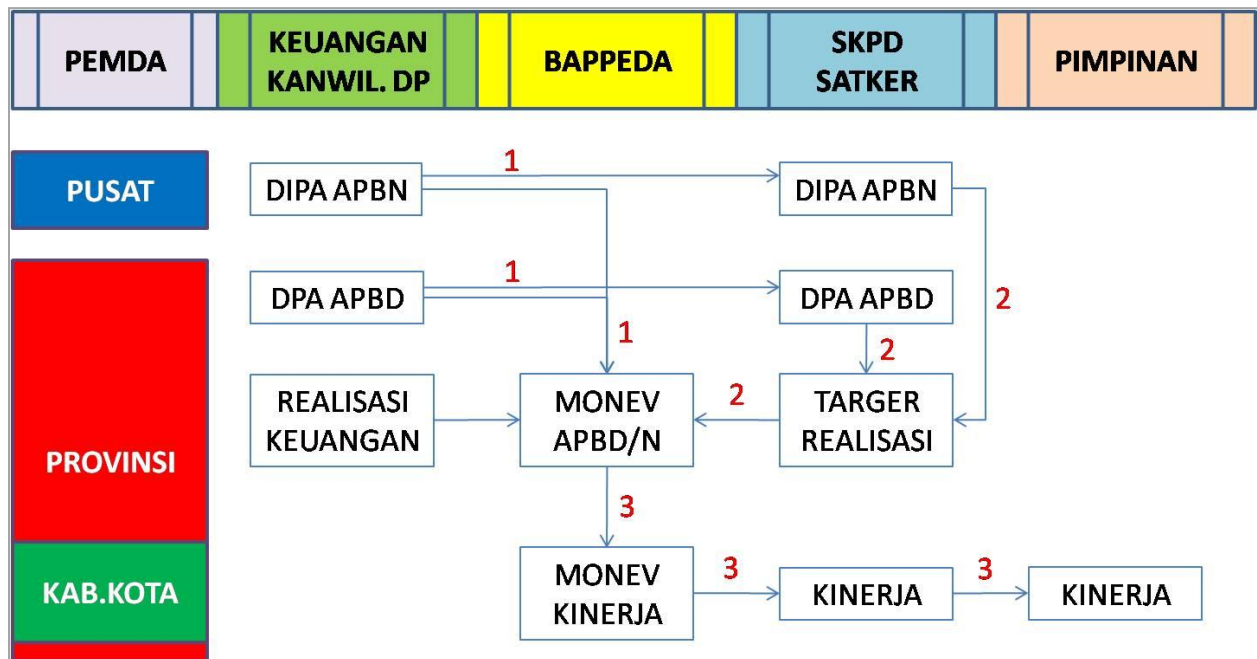


## DESAIN SISTEM APLIKASI MONITORING DAN EVALUASI PEMERINTAH PROVINSI PAPUA

### I. KONSEP DESAIN SISTEM MONITORING DAN EVALUASI PROVINSI PAPUA

Sistem monitoring dan evaluasi diperlukan untuk menjamin agar pelaksanaan kegiatan pembangunan sesuai dengan rencana dan dievaluasi secara efisien dan efektif”.

Secara umum Konsep Desain Sistem Monitoring dan Evaluasi Provinsi Papua dapat dijelaskan sebagai berikut:



Gambar 1. Konsep Desain Sistem Monitoring dan Evaluasi Provinsi Papua

**KETERANGAN:**

1. Dirjen Perbendaharaan Kanwil Provinsi Papua mengeluarkan dokumen DIPA APBN, yang berisi program dan kegiatan pembangunan yang bersumber dari dana APBN.
2. Data DIPA APBN oleh Dirjen Perbendaharaan Kanwil Provinsi Papua dikirimkan ke Satker APBN yang berada di Provinsi dan Kabupaten/Kota.
3. Badan Keuangan Daerah Provinsi mengeluarkan dokumen DPA APBD, yang berisi program dan kegiatan pembangunan yang bersumber dari dana APBD.
4. Data DPA APBD oleh Badan Keuangan Daerah Provinsi dikirimkan ke SKPD Provinsi.
5. Selain DIPA dan DPA dikirimkan ke Satker dan SKPD, data tersebut juga dikirimkan ke Bappeda sebagai pusat data monitoring dan evaluasi (monev).
6. Oleh Bappeda Data DIPA dan DPA di masukkan ke dalam Aplikasi Monev untuk dijadikan acuan bersama oleh Satker APBN dan SKPD Provinsi dalam melaporkan kegiatan pembangunannya.
7. Sebelum melaksanakan kegiatan, Satker APBN dan SKPD Provinsi akan memasukkan target dari kegiatan sebagai acuan dalam menilai kinerja kegiatan dan Satker / SKPD.
8. Setiap bulan Satker APBN dan SKPD Provinsi melaporkan realisasi fisik, dana dan masalah yang terjadi selama pelaksanaan kegiatan sebagai bahan monitoring.
9. Setiap tiga bulan Satker APBN dan SKPD Provinsi melaporkan progress perkembangan pencapaian indikator kinerja program dan kegiatan sebagai bahan evaluasi.
10. Setiap tiga bulan, Bappeda melakukan rekonsiliasi realisasi data keuangan dengan Badan Keuangan Provinsi dan Kanwil Perbendaharaan, agar tercapai data yang sama.
11. Dari data monev keuangan, fisik dan masalah, Bappeda, melalui aplikasi monev dapat menilai kinerja pelaksanaan kegiatan dan SKPD.
12. Untuk meningkatkan akurasi monitoring dan evaluasi, laporan monev harus di dukung dengan data-data berupa Foto dan Lokasi yang sudah berbasis Peta Spasial.
13. Pimpinan melalui aplikasi monev bisa melihat kinerja kegiatan, program serta SKPD kapan saja dan dimana saja. Dengan demikian pimpinan dapat mengevaluasi internal tentang kinerja SKPD dan Kegiatan yang ada di wilayahnya.

### 1.1. Desain Aplikasi Monitoring

Aplikasi monitoring didesain untuk mencatat perkembangan pelaksanaan kegiatan pembangunan, memantau proses dan kemajuan pelaksanaan kebijakan secara terus-menerus, mengidentifikasi masalah dan penyimpangan yang muncul, merumuskan pemecahan masalah, dan membuat laporan kemajuan secara rutin dalam kurun waktu yang pendek.

Secara umum Konsep Desain Sistem Monitoring Prov. Papua adalah:

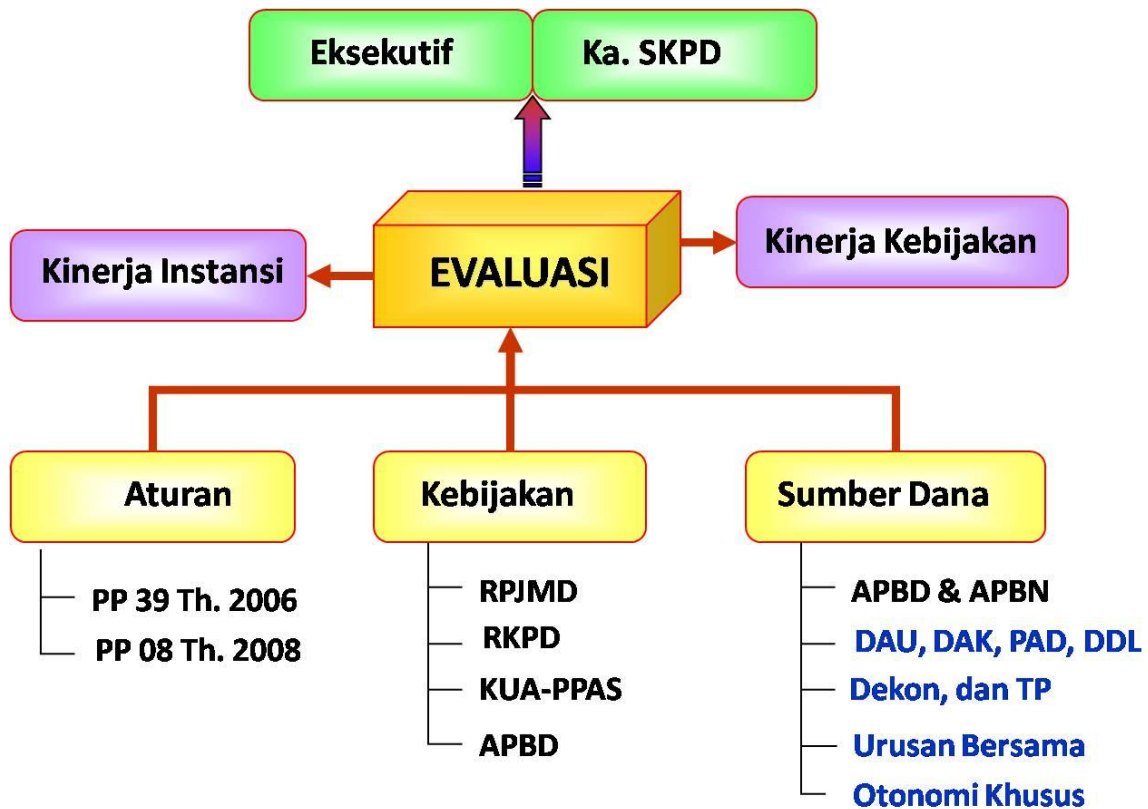


Gambar 2. Desain Sistem Monitoring Provinsi Papua

## 1.2. Desain Aplikasi Evaluasi

Aplikasi evaluasi didesain untuk melihat apakah pencapaian indikator kinerja (masukan, keluaran dan manfaat) mampu mengatasi masalah pembangunan yang ingin dipecahkan, mulai dari efisiensi anggaran, efektifitas hasil dan manfaat dari program dan kegiatan.

Secara umum Konsep Desain Sistem Evaluasi Prov. Papua adalah:



Gambar 3. Desain Sistem Evaluasi Provinsi Papua

## II. KONDISI SAAT INI DAN PENGEMBANGAN APLIKASI MONITORING DAN EVALUASI PROVINSI PAPUA

### 2.1. Aplikasi Monitoring

Saat ini Provinsi Papua sudah memiliki lembaga yang berfungsi melakukan monitoring atas pelaksanaan kegiatan APBD, yaitu TP2K (Tim Pemantau Program dan Kegiatan). Dimana lembaga ini memiliki sistem dan aplikasi yang memudahkan mereka dalam melakukan kegiatan monitoring.

Sistem pada TP2K telah memiliki data monitoring kegiatan secara detail, yaitu: perkembangan fisik, serapan dana, permasalahan, administrasi pelelangan dan foto.

Langkah selanjutnya adalah mengembangkan system dan aplikasi TP2K dengan ditambahkan data lokasi kegiatan yang berbasis peta spasial, sehingga menjadi aplikasi Monitoring yang sesuai dengan Desain System Aplikasi Monitoring Provinsi Papua.

### 2.2. Aplikasi Evaluasi

Bappeda Provinsi Papua belum memiliki aplikasi Evaluasi yang mendukung kegiatan evaluasi kegiatan APBD dan APBN, selama ini kegiatan evaluasi di support dengan Micorosoft Excel dimana datanya dimasukkan secara manual yang diambilkan sumber data dari Badan Keuangan dan Dirjen Pebendaharaan Kanwil Provinsi Papua.

Langkah selanjutnya adalah menyusun aplikasi evaluasi yang mampu mengevaluasi kegiatan yang bersumber dari dana APBD dan APBN secara cepat dan tepat, dimana datanya tidak harus di entri dari dokumen kertas APBD dan APBN (*double entry*) tapi langsung berasal dari database DPA 2.21. dari Badan Keuangan dan DIPA dari Dirjen Pebendaharaan Kanwil Provinsi Papua.

Ini adalah langkah awal untuk menyusun Aplikasi Evaluasi yang sesuai dengan Konsep Desain Sistem Aplikasi Evaluasi Provinsi Papua.

### 2.3. Infrastruktur Teknologi dan Informasi Komunikasi

Karena desain system aplikasi monitoring dan evaluasi didesain dalam bentuk *web based* berbasis internet, maka diperlukan infrastruktur TIK yang memadai.

Saat ini Pemerintah Provinsi Papua lewat Dinas Pengembangan Teknologi , Informasi dan Komunikasi (Dinas PTIK) telah memiliki infrastruktur TIK yang cukup memadai untuk mendukung jalanya Aplikasi Monitoring dan Evaluasi yaitu dengan adanya:

1. **Jaringan Fiber Optik** dengan Bandwith 4 MB yang menghubungkan 6 titik dengan Dinas PTIK, yaitu (Bappeda, Biro Hukum, Biro Umum, kantor Gubernur, Badan Keuangan, Dinas PU, Dinas Pertambangan)
2. **Jaringan W-LAN** yang terhubung ke semua SKPD Provinsi Papua (25 titik)

3. **Jaringan LAN** yang ada di seluruh SKPD
4. **Server** sebanyak 20 Unit
5. **Komputer** baik berupa PC maupun Laptop yang hamper tersedia di seluruh meja pegawai
6. **Jaringan V-SAT** di 13 Kabupaten/Kota di Provinsi Papua

#### 2.4. Sumber Daya Manusia (SDM) TIK

Besarnya dan luasnya jaringan infrastruktur TIK yang dimiliki Provinsi papua belum diimbangi dengan kemampuan tenaga ahli (SDM PNS) yang memiliki kemampuan di bidang TIK dan masing sangat tergantung dengan *rekanan*.

Berdasarkan informasi dari Dinas PTIK, untuk mengelola jaringan sebesar dan seluas itu, Dinas PTIK hanya memiliki 15 SDM PNS, yaitu:

- |                                   |           |
|-----------------------------------|-----------|
| 1. Ahli Hardware Komputer         | : 2 orang |
| 2. Ahli Software                  | : 5 orang |
| 3. Ahli Aplikasi Sistem Informasi | : 1 orang |
| 4. Ahli jaringan                  | : 7 orang |

Sedangkan yang ada di SKPD provinsi diperkirakan hanya ada 20 SKPD yang memiliki 1 SDM yang berkemampuan TIK.

Sehingga langkah selanjutnya adalah dengan melakukan pelatihan dan pembinaan secara 'serius' minimal 2 orang tiap SKPD untuk menguasai TIK.



### III. TAHAPAN IMPLEMENTASI APLIKASI MONITORING DAN EVALUASI

Dengan mempertimbangkan kebutuhan akan aplikasi Monitoring – Evaluasi, Infrastruktur dan SDM yang dimiliki, pembangunan dan implementasi Aplikasi Monitoring dan Evaluasi dilakuakn secara bertahap, yaitu:

#### ***Tahun Pertama:***

1. Pembangunan Aplikasi Monitoring dan Evaluasi Provinsi Papua
2. Pembinaan dan Pengembangan SDM SKPD di bidang TIK, khususnya Monitoring dan Evaluasi
3. Sosialisasi Aplikasi Monitoring dan Evaluasi serta Infrastruktur TIK di Kabupaten/Kota
4. Pembangunan Infrastruktur TIK di Kabupaten/Kota

#### ***Tahun Kedua:***

1. Pembangunan Aplikasi Monitoring dan Evaluasi Kabupaten/Kota
2. Pembinaan dan Pengembangan SDM SKPD Kabupaten/Kota di bidang TIK, khususnya Monitoring dan Evaluasi

### IV. INTEGRASI APLIKASI

Ada 6 (enam) aplikasi yang terkait dengan aplikasi monitoring dan evaluasi, yaitu:

1. Aplikasi SIM Keuangan

Aplikasi yang berada di Badan Keuangan yang dipergunakan untuk menyusun APBDd dan DPA (Khususnya for. 2.2.1) *(Sudah Ada)*

2. Aplikasi SIM DIPA APBN

Aplikasi yang ada di Dirjen Perbendaharaan Kanwil Provinsi, yang berisi dana-dana APBN yang diturunkan Pusat ke Provinsi. *(Sudah Ada)*

3. Aplikasi MKPP

Aplikasi yang mengintegrasikan dokumen RPJMD, RKPD dan APBD. *(Belum Ada)*

4. Aplikasi TP2K

Aplikasi yang memantau (monitoring) Kegiatan APBD Provinsi. *(Sudah Ada, tapi perlu dikembangkan)*

5. Aplikasi Monev

Aplikasi yang mengevaluasi tercapainya indicator program dan kegiatan APBD Provinsi dan APBN *(Belum Ada)*

6. Aplikasi Tata Ruang

Aplikasi yang berisi peta spasial secara digital. *.(Sudah Ada, tapi perlu dikembangkan)*

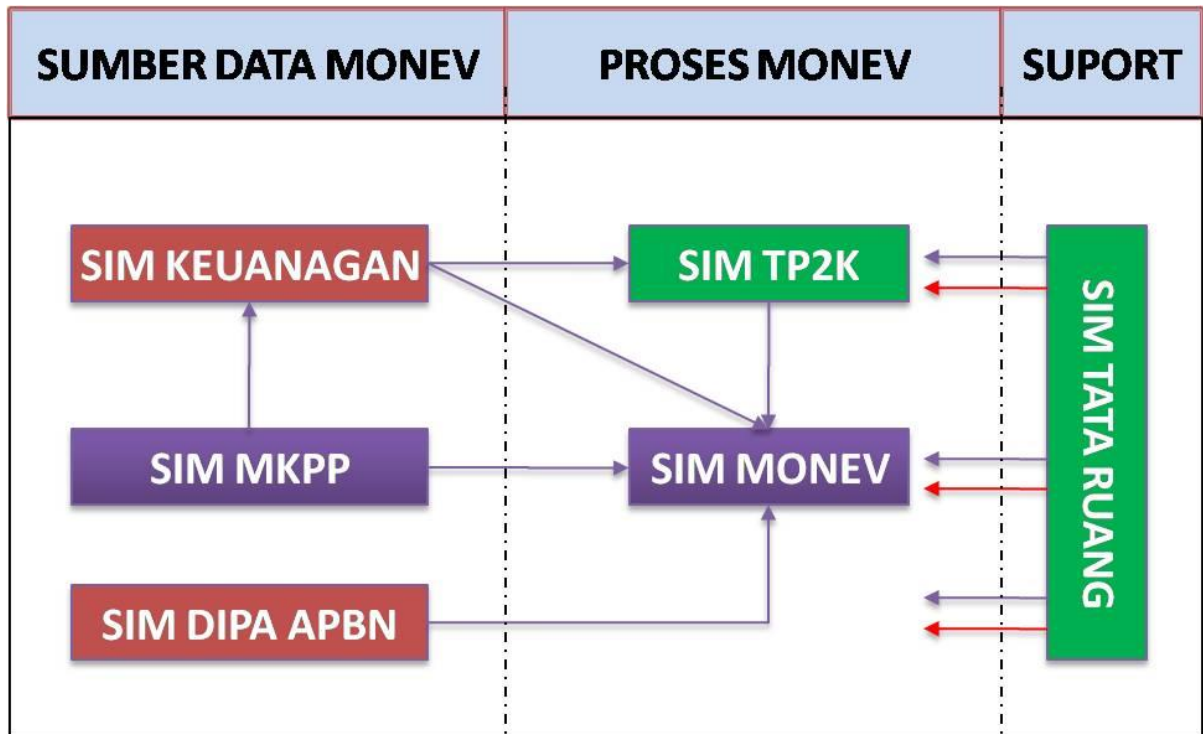
Keenam aplikasi tersebut harus *TERINTEGRASI* untuk dapat menghasilkan keluaran yang maksimal. Integrasi ini perlu dilakukan untuk:

- 1) Mengurangi/ menghilangkan pemasukan berulang double entry). Misalnya: Data DIPA APBN secara elektronik sudah ada di Kanwil Perbendaharaan Provinsi ; yang tersimpan di aplikasi SIM DIPA; tapi di entry lagi kedalam aplikasi Monev supaya bisa menjadi database monev. Data Program dan Kegiatan

APBD beserta Indikatornya sudah ada di Badan Keuangan Provinsi ; yang tersimpan di aplikasi SIM Keuangan; tapi di entry lagi di monitoring (TP2K) dan Evaluasi (Bappeda) supaya bisa menjadi database TP2K dan Evaluasi Bappeda.

- 2) Mempercepat pemasukan laporan dan pembuatan laporan monitoring dan evaluasi sehingga bisa memberikan laporan monev untuk kebijakan anggaran dan pembangunan secara cepat.

Desain integrasi ke enam aplikasi tersebut dapat dilihat pada gambar di bawah ini.



Gambar 4. Desain Integrasi Aplikasi di Provinsi Papua

## Attachment 4: Application Design for Monitoring and Evaluation System in West Papua

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### APLIKASI MONITORING DAN EVALUASI PEMERINTAH PROVINSI PAPUA BARAT

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# DESAIN SISTEM

## APLIKASI MONITORING DAN EVALUASI

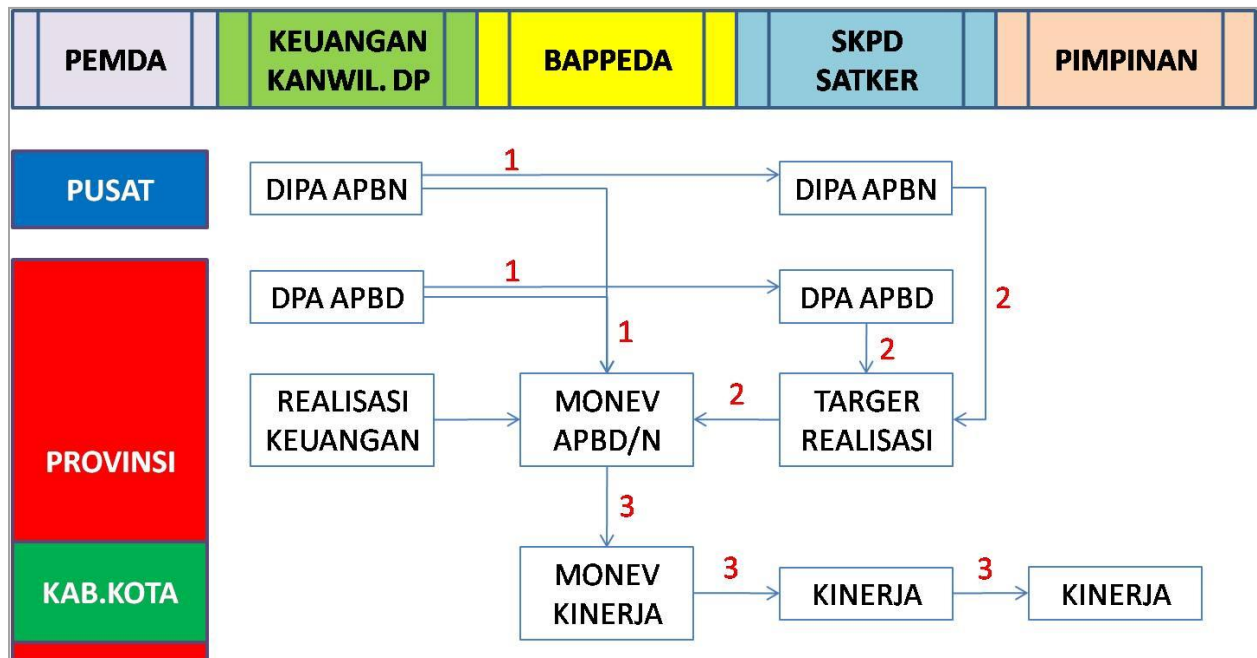
### PEMERINTAH PROVINSI PAPUA BARAT

#### III. DESAIN SISTEM & APLIKASI MONITORING DAN EVALUASI PROVINSI PAPUA BARAT

##### 1.1. Desain Sistem Monitoring dan Evaluasi

Sistem monitoring dan evaluasi diperlukan untuk menjamin agar pelaksanaan kegiatan pembangunan sesuai dengan rencana dan dievaluasi secara efisien dan efektif”

Secara umum Konsep Desain Sistem Monitoring dan Evaluasi Provinsi Papua Barat dapat dijelaskan sebagai berikut:



Gambar 1. Desain Sistem Monitoring dan Evaluasi Provinsi Papua Barat

**KETERANGAN:**

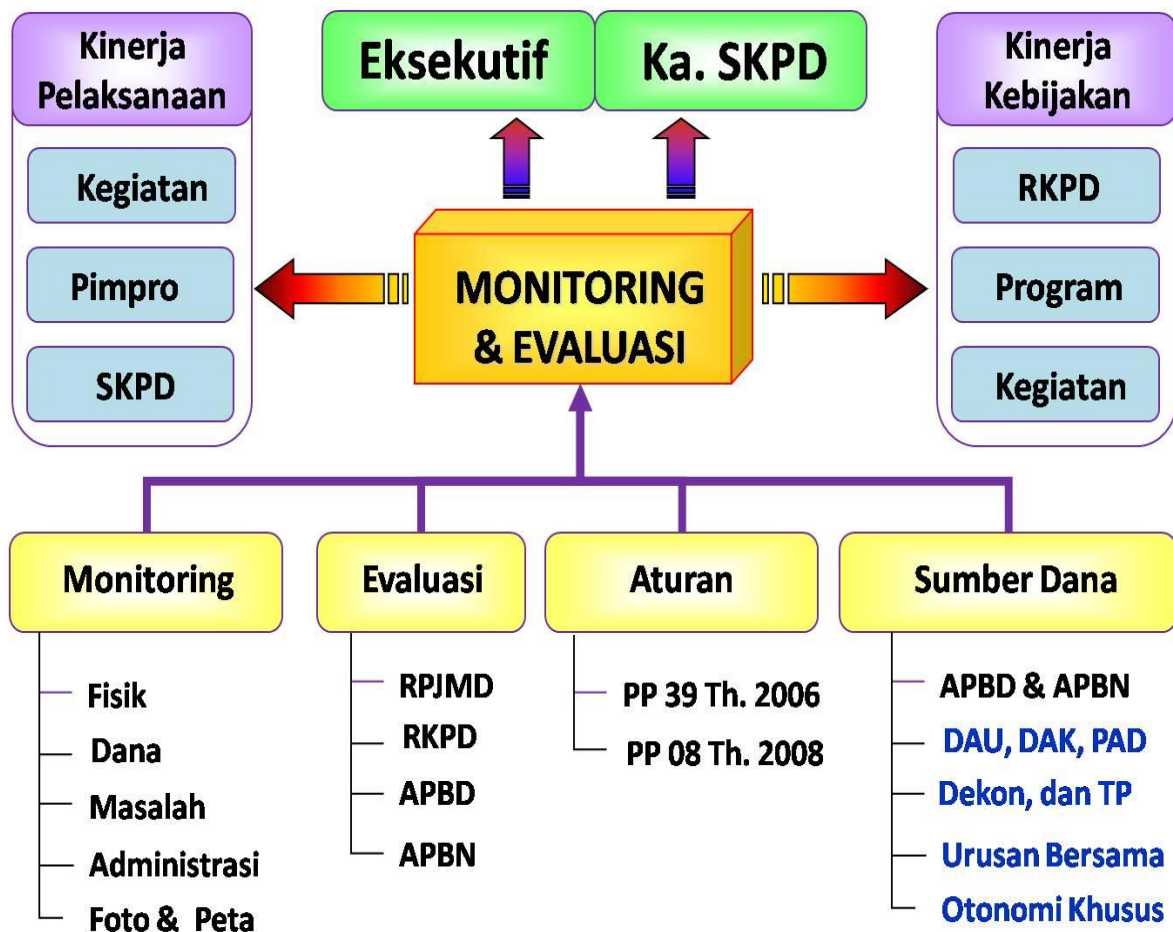
1. Dirjen Pebendaharaan Kanwil Provinsi Papua Barat mengeluarkan dokumen DIPA APBN, yang berisi program dan kegiatan pembangunan yang bersumber dari dana APBN.
2. Data DIPA APBN oleh Dirjen Pebendaharaan Kanwil Provinsi Papua Barat dikirimkan ke Satker APBN yang berada di Provinsi dan Kabupaten/Kota.
3. Badan Keuangan Daerah Provinsi mengeluarkan dokumen DPA APBD, yang berisi program dan kegiatan pembangunan yang bersumber dari dana APBD.
4. Data DPA APBD oleh Badan Keuangan Daerah Provinsi dikirimkan ke SKPD Provinsi.
5. Selain DIPA dan DPA dikirimkan ke Satker dan SKPD, data tersebut juga dikirimkan ke Bappeda sebagai pusat data monitoring dan evaluasi (monev).
6. Oleh Bappeda Data DIPA dan DPA di masukkan ke dalam Aplikasi Monev untuk dijadikan acuan bersama oleh Satker APBN dan SKPD Provinsi dalam melaporkan kegiatan pembangunannya.
7. Sebelum melaksanakan kegiatan, Satker APBN dan SKPD Provinsi akan memasukkan target dari kegiatan sebagai acuan dalam menilai kinerja kegiatan dan Satker / SKPD.
8. Setiap bulan Satker APBN dan SKPD Provinsi melaporkan realisasi fisik, dana dan masalah yang terjadi selama pelaksanaan kegiatan sebagai bahan monitoring.
9. Setiap tiga bulan Satker APBN dan SKPD Provinsi melaporkan progress perkembangan pencapaian indikator kinerja program dan kegiatan sebagai bahan evaluasi.
10. Setiap tiga bulan, Bappeda melakukan rekonsiliasi realisasi data keuangan dengan Badan Keuangan Provinsi dan Kanwil Perbendaharaan, agar tercapai data yang sama.
11. Dari data monev keuangan, fisik dan masalah, Bappeda, melalui aplikasi monev dapat menilai kinerja pelaksanaan kegiatan dan SKPD.
12. Untuk meningkatkan akurasi monitoring dan evaluasi, laporan monev harus di dukung dengan data-data berupa Foto dan Lokasi yang sudah berbasis Peta Spasial.
13. Pimpinan melalui aplikasi monev bisa melihat kinerja kegiatan, program serta SKPD kapan saja dan dimana saja. Dengan demikian pimpinan dapat mengevaluasi internal tentang kinerja SKPD dan Kegiatan yang ada di wilayahnya.

## 1.2. Desain Aplikasi Monitoring dan Evaluasi

Modul monitoring didesain untuk mencatat perkembangan pelaksanaan kegiatan pembangunan, memantau proses dan kemajuan pelaksanaan kebijakan secara terus-menerus, mengidentifikasi masalah dan penyimpangan yang muncul, merumuskan pemecahan masalah, dan membuat laporan kemajuan secara rutin dalam kurun waktu yang pendek.

Modul evaluasi didesain untuk melihat apakah pencapaian indikator kinerja (masukan, keluaran dan manfaat) mampu mengatasi masalah pembangunan yang ingin dipecahkan, mulai dari efisiensi anggaran, efektifitas hasil dan manfaat dari program dan kegiatan.

Secara umum Desain Aplikasi Monitoring dan Evaluasi Prov. Papua Barat adalah:



Gambar 2. Desain Aplikasi Monitoring dan Evaluasi Provinsi Papua Barat

## II. KONDISI SAAT INI DAN PEMBANGUNAN APLIKASI MONITORING DAN EVALUASI PROVINSI PAPUA BARAT

### 2.1. Aplikasi Monitoring dan Evaluasi

Pada Provinsi Papua Barat kegiatan Monitoring dan Evaluasi dilaksanakan oleh Satu Instansi, yaitu Bappeda.

Bappeda Provinsi Papua Barat belum memiliki aplikasi Monitoring dan Evaluasi yang mendukung kegiatan monitoring dan evaluasi kegiatan APBD dan APBN, selama ini kegiatan monitoring dan evaluasi di support dengan Micorosoft Excel dimana datanya dimasukkan secara manual yang diambilkan sumber data dari Badan Keuangan dan Dirjen Pebendaharaan Kanwil Provinsi Papua Barat.

Langkah selanjutnya adalah menyusun aplikasi monitoring dan evaluasi yang mampu memonitor dan mengevaluasi kegiatan yang bersumber dari dana APBD dan APBN secara cepat dan tepat, dimana datanya tidak harus di entri dari dokumen kertas APBD dan APBN (*double entry*) tapi langsung berasal dari database DPA 2.21. untuk APBD dari Badan Keuangan dan DIPA untuk APBN dari Dirjen Pebendaharaan Kanwil Provinsi Papua Barat.

### 2.2. Infrastruktur Teknologi dan Informasi Komunikasi

Karena desain system aplikasi monitoring dan evaluasi didesain dalam bentuk *web based* berbasis internet, maka diperlukan infrastruktur TIK yang memadai.

Saat ini Pemerintah Provinsi Papua Barat lewat Dinas Perhubungan, Komunikasi dan Informatika telah memiliki infrastruktur TIK, tapi belum memadai untuk mendukung jalanya Aplikasi Monitoring dan Evaluasi:

Kondisi infrastruktur TIK yang ada di Provinsi Papua Barat antara lain

1. **Jaringan W-LAN** yang terhubung ke semua SKPD Provinsi Papua Barat
2. **Jaringan LAN** yang ada di Bappeda
3. **Server** sebanyak 3 unit terpusat di Dinas Perhubungan, Komunikasi dan Informatika
4. **Komputer** baik berupa PC maupun Laptop yang sudah tersebar secara merata di seluruh SKPD dan Pegawai
5. **Jaringan V-SAT** di 8 Kabupaten dan 1 Kota di Provinsi Papua Barat

Langkah selanjutnya untuk membangun infrastruktur Monitoring dan Evaluasi yang baik adalah dengan memperbesar Bandwidth hingga 10 MByte sampai 20 MByte. Dipergunakan untuk Aplikasi Monitoring dan Evaluasi, juga akan dipergunakan oleh Sistem Keuangan (SIMDA) serta komunikasi V-Sat dengan Kabupaten/Kota.

### 2.3. Sumber Daya Manusia (SDM) TIK

Selain masih minimnya jaringan infrastruktur TIK yang dimiliki, Dinas Pehubungan, Komunikasi dan Informatika belum memiliki tenaga ahli (SDM PNS) yang memiliki kemampuan di bidang TIK dan masih sangat tergantung dengan *rekanan*.

Sampai saat ini hanya 1 (satu) PNS yang menangani Server Utama dan jaringan W-Lan Dinas Perhubungan, Komunikasi dan Informatika. Selebihnya diserahkan kepada rekanan.

Sedangkan di Bappeda, SDM PNS yang mengerti TIK ada 5-6 Orang dengan keahlian di bidang pembuatan jaringan Lokal dan Instal Software Legal (Windows, Office, dll)

Langkah selanjutnya adalah peningkatan kualitas dan kemampuan SDM PNS seluruh SKPD, khususnya di Dinas Perhubungan, Komunikasi dan Informatika dan Bappeda. Keahlian Teknologi Informasi dan Komunikasi (TIK) yang perlu diberikan adalah pembangunan jaringan LAN dan W-LAN, Manajemen Server dan jaringan serta pemrograman PHP dengan database mySql.



### III. TAHAPAN IMPLEMENTASI APLIKASI MONITORING DAN EVALUASI

Dengan mempertimbangkan kebutuhan akan aplikasi Monitoring – Evaluasi, Infrastruktur dan SDM yang dimiliki, pembangunan dan implementasi Aplikasi Monitoring dan Evaluasi dilakukan secara bertahap, yaitu:

#### ***Tahun Pertama:***

1. Pembangunan Infrastruktur TIK Di Bappeda, khususnya Bidang Pengendalian dan Evaluasi
2. Pembesaran Bandwidth menjadi 10 Mb sampai 20 Mb di Server Utama
3. Pembangunan Infrastruktur TIK di Kabupaten/Kota
4. Pembangunan Aplikasi Monitoring dan Evaluasi Provinsi Papua Barat
5. Pembinaan dan Pengembangan SDM SKPD Provinsi Papua Barat di bidang TIK, khususnya Monitoring dan Evaluasi
6. Sosialisasi Aplikasi Monitoring dan Evaluasi di Kabupaten/Kota

#### ***Tahun Kedua:***

1. Pembangunan Aplikasi Monitoring dan Evaluasi di Kabupaten/Kota
2. Pembinaan dan Pengembangan SDM SKPD Kabupaten/Kota di bidang TIK, khususnya Monitoring dan Evaluasi

### IV. INTEGRASI APLIKASI

Ada 4 (empat) aplikasi yang terkait dengan aplikasi monitoring dan evaluasi, yaitu:

1. Aplikasi SIM Keuangan

Aplikasi yang berada di Badan Keuangan yang dipergunakan untuk menyusun APBDd dan DPA (Khususnya for. 2.2.1) *(Sudah Ada)*

2. Aplikasi SIM DIPA APBN

Aplikasi yang ada di Dirjen Perbendaharaan Kanwil Provinsi, yang berisi dana-dana APBN yang diturunkan Pusat ke Provinsi. *(Sudah Ada)*

3. Aplikasi Monitoring dan Evaluasi

Aplikasi yang mengendalikan mengevaluasi pelaksanaan program dan kegiatan di Provinsi Papua Barat yang dibiayai oleh APBD Provinsi dan APBN *(Belum Ada)*

4. Aplikasi Tata Ruang

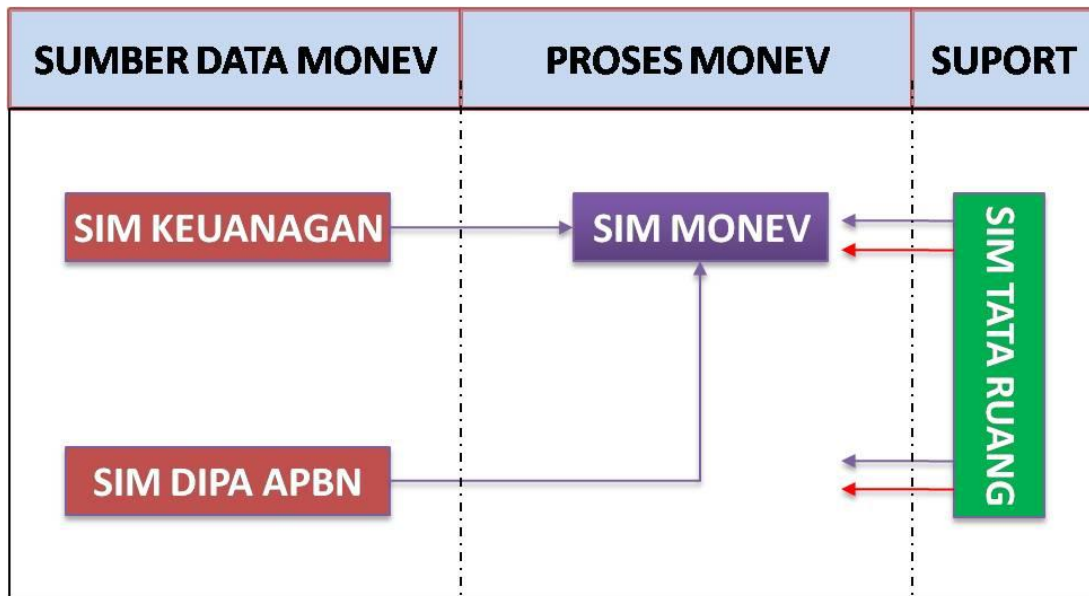
Aplikasi yang berisi peta spasial secara digital. *(Sudah Ada Tapi Perlu Pengembangan)*

Keempat aplikasi tersebut harus *TERINTEGRASI* untuk dapat menghasilkan keluaran yang maksimal. Integrasi ini perlu dilakukan untuk:

- 1) Mengurangi/ menghilangkan pemasukan berulang double entry). Misalnya: Data DIPA APBN secara elektronik sudah ada di Kanwil Perbendaharaan Provinsi ; yang tersimpan di aplikasi SIM DIPA; tapi di entry lagi kedalam aplikasi Monev supaya bisa menjadi database monev APBN. Data Program dan Kegiatan APBD beserta Indikatornya sudah ada di Badan Keuangan Provinsi ; yang tersimpan di aplikasi SIM Keuangan; tapi di entry lagi di aplikasi Monev supaya bisa menjadi database monev APBD.

- 2) Mempercepat pemasukan laporan dan pembuatan laporan monitoring dan evaluasi sehingga bisa memberikan laporan monev untuk kebijakan anggaran dan pembangunan secara cepat.

Desain integrasi ke empat aplikasi tersebut dapat dilihat pada gambar di bawah ini.



*Gambar 3. Desain Integrasi Aplikasi di Provinsi Papua Barat*