ANALYSIS OF SATU DATA INDONESIA POLICY IMPLEMENTATION: THE ROLE OF BPS-STATISTICS INDONESIA AS A STATISTICAL DATA COACH

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ABSTRACT

Satu Data is a program idea from the Government of Indonesia to improve data management so that it can support targeted policy making. To achieve this, open, accurate, and interoperable government data is needed. One of the data covered by the One Data Indonesia policy is statistical data, where the data supervisor is the Central Statistics Agency (BPS). BPS as a statistical data development agency must guide other agencies so that the implementation of statistical activities can run well. The purpose of this study is to determine the implementation of Indonesia's One Data policy so far, especially in terms of the role of the Central Statistics Agency as a statistical data coach in supporting the one data policy. The research method used is descriptive-qualitative. Data collection techniques are carried out by collecting data secondarily and primarily. Meanwhile, the data analysis technique of this study uses Edward III's theory where there are four variables in analyzing the implementation of Indonesia's One Data policy. The results of the study based on four variables in Edward III's theory, namely communication, resources, disposition, and bureaucratic structure, show that the implementation of One Data Indonesia has not gone well. Likewise, the role of BPS is still not optimal in fostering agencies and local governments to manage statistical data.

Keywords: Policy Implementation, One Data Indonesia, Statistical Data, Central Statistics Agency

1. INTRODUCTION

Based on data from the *Worldwide Governance Indicators* (WGI) the quality of policies produced by the Government of Indonesia is still relatively low when compared to other countries, especially in ASEAN. For a period of 10 years (2010-2019) Indonesia's position has not moved from the 6th position in the ASEAN Region. According to Bappenas, there are several problems or problems that are indicated as contributing to the low quality of Indonesia's policies. These problems include the following: overlapping policies, not siding with the public, and the lack of use of data as a basis for making policies (minimal (Raja & Adlan, 2021)(Widodo, 2009)*evidence-based*).

President Joko Widodo in his directive speech regarding the Handling of Covid-19 in 2020, left a message to the Governors, Regents, and Mayors so that every policy or

policy always refers to data science and also advice from scientists. This is supported by a statement from the Deputy for Policy Studies of the State Administration Institute, Muhammad Taufiq said that the public policies produced in Indonesia are still not supported by adequate data, even though the use of data can produce a quality policy and have a positive impact on the public (Raja & Adlan, 2021).

It is not without reason that data has not been used as the main reference for policymaking, low data quality is one of the causes. To improve data management to be better and more centralized, the government issued a regulation through Presidential Regulation Number 39 of 2019 concerning One Data Indonesia. The One Data Indonesia (SDI) initiative was born as an effort to provide credible, accountable, and up-to-date data to support the realization of development and the implementation of quality government (OGI, 2018). Satu Data is a program idea from the Government of Indonesia to improve the effectiveness of data-driven policymaking. To achieve this, open, accurate, and comparable government data is needed. One Data has three main principles, namely one standard metadata, one data standard, and also one data portal. So that the use of government data is not

limited to internal use both between agencies, but can also be used for the community. (Web, 2015)(Fahlefi, 2017)

The idea of a one-data policy certainly intends to improve the data governance that was previously considered poor to be better. Data management conditions can at least see four important elements that must be considered, namely: processes, products, manufacturers, and users. In terms of process elements, the obstacles are unclear coordination mechanisms, communication is not optimal, data harmonization mechanisms do not exist, data formats are not easy to use or reprocess, and there is no data quality assurance. In terms of product, these include inconsistent data, the absence of metadata attached to the data, and irrelevant data.

The facts on the ground that underlie the above have occurred a lot, including cases of discrepancies in data released by the Ministry of Marine Affairs and Fisheries (KKP) with data owned by its Directorate General. In the release of aquaculture production in 2013, KKP released a production of 13.7 million tons or 105.24 percent of the target. However, from the analytical data collected from the Directorate General of Aquaculture KKP, the production figures revealed by the MPA related to superior commodities, such as shrimp, catfish, seaweed, milkfish, and

tilapia, are suspected to be far above the real figures. From the analysis of the Directorate General of Aquaculture KKP as of January 2014, shrimp production in 2013 was no more than 450,000 tons. However, shrimp production was released at 619,400 tons, up 32.8 percent from 2012. Meanwhile, seaweed production last year was stated to be 7.68 million tons, up 18 percent from 6.51 million tons in 2012. However, the Indonesian Seaweed Association recorded seaweed production of only 3.5 million tons.

For example, regional area data when lowered to a lower regional level in several regions show different figures, such as the following two districts in West Java Province, namely Bogor Regency and Cianjur Regency, shown by the following table:

Table 1. Area of Bogor Regency and Cianjur Regency based on Data from the Ministry of Home Affairs and Local Government, 2020 (km^2)

No	Regency	Area	
		Ministry of Home Affairs*	Local Government**
1	Bogor	2 710,62 km²	2 986,20 km²
2	Cianjur	3 840,16 km²	3 614,35 km²

Source: *West Java Province in 2021 Figures

**Bogor Regency in 2021 Figures and Sukabumi Regency in 2021 Figures

The table above, which comes from three sources, shows that there are differences in regional data between data sourced from the Ministry of Home Affairs and data sourced from local governments which are aggregated data from each sub-district, both Bogor Regency and Sukabumi Regency. Bogor Regency, based on data from the Ministry of Home Affairs, has an area of 2,710.62 km 2, while data from the Bogor Regency Government is 2,986.20 km 2. Likewise, Sukabumi Regency, based on data from the Ministry of Home Affairs has an area of 3,840.16 km 2, while data from the Sukabumi Regency Government is 3,614.35 km^2.

One of the data covered by the One Data Indonesia policy is statistical data, where the data supervisor is the Central Statistics Agency (BPS). The implementation of statistical activities carried out by BPS refers to the *Generic Statistical Business Process Model* (GSBPM) established by UNECE and adopted by the *National Statistics Office*

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(NSO) in the world which consists of the stages of planning, designing, and collecting data, processing, analyzing, and disseminating information about statistical data. BPS as a statistical data development agency must guide other agencies so that the implementation of statistical activities can run well. Especially with the abolition of Echelon III and IV in the central and local governments, it requires that structural actors who switch functions to become functional officials, especially those related to public policy, must have competence in the field of statistics. Homework is not easy for BPS as a statistical data coach in carrying out this coaching, so policymakers formulate *data-based* policies.

Based on these problems, problems can be formulated in this study, namely as follows:

1. How has Indonesia's One Data policy been implemented so far?
2. What is the role of the Central Statistics Agency as a data coach in supporting the One Data policy?

This study aims to determine the implementation of Indonesia's One Data policy, inhibiting and supporting factors as well as efforts made in overcoming problems that occur, as well as the extent of BPS's role in supporting the implementation of One Data Indonesia.

The first paper by (Islami, 2021) investigates the challenges, problems, and factors that contribute to the successful implementation of Open Government Data (OGD) in the context of Spatial Data Infrastructure (SDI). The study uses a literature review to identify eight critical success factors (CSFs) for SDI implementation, including a focused data strategy, clear procedures and process data, standardization policies, collaboration, competency data, establishment of roles and responsibilities, flexible data tools and technologies, and data user satisfaction.

The second paper by (Prasetiya et al., 2022) describes the implementation of SDI in the Ciamis Regency Regional Government, identifying strengths in regulation and technology, weaknesses in HR, implementing regulations, funding, and sectoral egos, opportunities for quality data, and threats of regulatory changes and cybersecurity.

The third paper by (Kusumasari & Santoso, 2021) proposes a framework for measuring the readiness of government agencies in implementing SDI, including management awareness, content readiness, HR, policies, technology support, and portals used, with results categorized as Well-Prepared, Ready, and Beginner.

Lastly, the paper by (King & Adlan, 2021) analyzes the implementation of One Data Indonesia in East Kutai Regency, identifying shortcomings in the coordination of data provision, decentralized sectoral data, limited use of a single data portal, and inadequate use of metadata. The paper develops the One Data Metadata Framework (SDMF) to accommodate the needs of ideal data integration and dissemination in a single data policy.

2. RESEARCH METHODS

This study employs a descriptive-qualitative research method to investigate the implementation of Indonesia's One Data policy, with a focus on the role of BPS as a Statistical Data Coach. The study takes a purposive approach in selecting informants, which includes policymakers, policy targets, and recipients of programmed policies. Data is collected through both secondary and primary sources, with secondary data obtained through literature review and primary data obtained through direct interviews with BPS officials. The analysis of data is conducted using the theory of George C. Edward II, which examines how the One Data Indonesia policy is implemented and identifies factors that support or hinder policy implementation. The analysis focuses on four variables: Communication, Resources, Disposition/Behavior, and Bureaucratic Structure. The research was conducted by the Central Government, particularly the Central Statistics Agency, which acts as the supervisor of statistical data.

3. RESULTS AND DISCUSSION

Indonesia's One Data Policy

Based on the Presidential Regulation of the Republic of Indonesia Number 39 of 2019 concerning One Data Indonesia, it is a government data governance policy to produce accurate, up-to-date, integrated, and accountable data, as well as easily accessible and shared between Central Agencies and Regional Agencies through the fulfillment of the principles of One Data Indonesia. Where the principles are Data Standards, Metadata, Data Interoperability, and using Reference Code and Master Data. One Data Indonesia includes Statistical Data where the Central Statistics Agency is the Data Supervisor, Geospatial Data where the Geospatial Information Agency is the Data Supervisor, and the Central Level State Financial Data where the Ministry of Finance is the Data Supervisor.

The issuance of Indonesia's One Data policy contained in Presidential Regulation

Number 39 of 2019 is caused by several things, namely:

a. Unclear coordination mechanisms between government agencies. Coordination involving ministries, institutions (K/L), and work units. Coordination is needed for statistical activities (starting from instrument design, sampling, data collection, and validation), dissemination of results, use and management of data, as well as capacity building and training.

b. Suboptimal communication between government agencies. Unclear coordination results in suboptimal communication among responsible agencies. This is one of the important causes of problems related to data.

c. The abundance of doors for data requests. Data does not only come from one door but is issued from many doors in Ministries and Institutions (K / L). This creates data discrepancies between Ministries and Agencies. The number of doors in obtaining data causes the data produced to have not been verified or agreed upon

d. The data format is not standard so it is not easy to use. For data that can be accessed, most data formats cannot be directly used or reprocessed by users and also by computer devices.

e. There is no *quality assurance* data. Data quality needs to be guaranteed through certain mechanisms at all stages of statistical activities, starting from the collection to the presentation of data.

f. Inconsistent data. It often happens that data that has been issued by ministries and institutions (K / L) when compared with data from other K / LS shows unequal results. Even though the two data have the same theme or subject. Inconsistencies are also found between data generated by a particular unit and data present in another unit, even though both are under the same ministry or Institution.

g. Absence of metadata. In many cases, the data has no metadata that complements it. The reason for this is that metadata is not produced by every data, and if it is produced, it is not attached to the data as a whole and automatically.

h. Irrelevant data. The data that has been collected and managed is not relevant to the developments of the time or cannot meet the need for further analysis and policy formulation. This is

due to coordination problems between data needs and analysis on the one hand, while on the other hand with the planner of statistical activities that produce the data.

Implementation of Indonesia's One Data Policy

Implementation is a stage in public regulation to achieve the purpose of the regulation. Implementation is implemented after the regulations are formulated, both short, medium, and long-term targets. Public regulation can be beneficial if it has only been implemented. The Central Statistics Agency as a supervisor of statistical data has contributed to implementing this one-data policy through the issuance of several guidelines for its implementation. To realize the principle of one data standard, BPS issued Agency Regulation (BPS) No.4 of 2020 concerning Technical Guidelines for Statistical Data Standards and operational guidelines for metadata principles issued Agency Regulation (BPS) No.5 of 2020 concerning the Structure and Standard Format of Statistical Metadata (Activities, Variables, & Indicators), and BPS Regulation Number 126 of 2020 concerning the Masterfile of Statistical Data Standards. With the derivative rules of this operational guide, it is hoped that it can become a

reference for other agencies regarding the principle of one Indonesian data.

Communication in the Implementation of One Data

Communication is a very important element in an activity or program. The success of a program is influenced by how it is communicated and then implemented, whether it is in accordance with what has been agreed upon or not. Regarding the One Data policy, communication both internally in each agency and communication between agencies is still not optimal with various obstacles. The principles of One Data have all been communicated by BPS as a data coach to other agencies.

Policy Socialization

The delivery of One Data communication can be said to be quite good because from the first making of regulations and regulations on One Data this is a manifestation of a common desire that wants to make data management better and more open. Of course, every agency also has the same determination and perception in carrying out this regulation. The Central Statistics Agency is one of the originators to make this data management one door. The head of BPS as the authority to give orders showed a consistent attitude, especially regarding communication and socialization that bridges

between data producer agencies and data guardians at the central level. This is evidenced by the existence of routine activities in the form of *Forum Group Discussions* (FGD) in an effort to socialize the management of statistical data. This effort is one way that the role of BPS as a data coach can support the implementation of this One Data policy.

Consistency of One Data Implementation

Consistency is necessary so that the established policy does not confuse the implementation of the policy. Effective regulatory communication is determined by the consistency of the orders given. Communication consistency in the implementation of One Data based on observations I made on it has not run optimally. According to direct observations in the field, the One Data policy has gone well, but there are still some shortcomings such as poor communication between central and regional BPS.

The central BPS which is very massive in providing socialization and guidance to other K/L has not been fully balanced by regional BPS, this is due to the limited human resources in several regional BPS offices, so that the implementation of guidance to the government and agencies in the regions is limited. In contrast to the implementation of

coaching at the central BPS which already has sufficient patterns and human resources, so that it can run consistently.

Resources in One Data Execution

Human Resources (Apparatus / employees)

Apparatus/employees are the most important element in policy implementation. The success of a policy implementation or regulatory implementation is influenced by the availability of competent employees to carry out the system. It's not just about quantity and quantity, but more than that specifically related to its quality. These components must be mutually sustainable and in line so that the target is carried out into a good governance. In practice, there is clear governance in a more credible and transparent system of accountability models. The duties and functions of BPS, especially routine activities, make the time for coaching limited, thus causing a lack of focus on human resources to provide guidance to other agencies.

In addition, the improvement of human resources is very important, this competency improvement is not only carried out due to formal demands (formalities), but is implemented in earnest with a longer period of time with a proportional number of participants until the material and

socialization are relatively intended to be better understood. This is more effective for employees because it can be followed up in the application for the implementation of their work, and the arena of officers is also a civil servant who can be placed only to the point of needing education and training at least once every 2 years for self-debriefing from the government that has been implemented but is less effective.

Authority

Authority is the authority or legitimacy for implementers in carrying out the established program. When the authority is nil, then the power of the implementors in the eyes of the public is not legitimized, so it can thwart the bureaucracy of policy implementation. Edward III in Agustino (2008:150) explains that: "sufficient authority to make its own decisions owned by an institution intends to influence that institution in carrying out a policy."

Facilities and Infrastructure

Facilities and infrastructure for services are very important in addition to the function of the human element, because the production bureaucracy of the organization can run smoothly and perfectly if facilities and infrastructure in sufficient quantity and quality are available properly. Inadequate facilities and infrastructure intend to affect the low level of service which results in public dissatisfaction. One thing that is of concern is the technological dimension related to the bureaucracy of implementing the work of the organization. Technology is synonymous with computer technology as well as internet networks. The new technological dimension is more towards the concept of information technology to computers and communication networks are very important variables in supporting the implementation of the public service system in a fast, accurate and maximum way.

In relation to the One Data BPS service system, it is quite adequate by looking at the equipment and facilities that function as tools in the implementation of the service system to the public. Work equipment concerns the number of equipment and the condition of equipment as a tool to do work in this case is a public service in the field of information transparency, especially in reporting data using computer devices, telephones, as well as communication networks and the internet. Researchers in research activities have observed the work equipment contained in the Central BPS that all equipment is in good condition and suitable for use.

The factor of facilities and infrastructure for service is very influential in the expected service satisfaction. Adequate means of

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service intend to be an opportunity or support in the achievement of service. On the contrary, facilities and infrastructure for services intend to be an obstacle if they are not taken into account and used in a careful manner about what benefits are obtained from improving service facilities.

Disposition in the execution of One Data

The disposition or attitude of the implementer in Edward III (1980), intends to create real obstacles to the implementation of the program if the personnel available are unable to carry out the program desired by the higher officials. Therefore, the personal implementers of the program must be people who have a predetermined program dedication, more specifically in the interests of the community. The public service system of public information disclosure, which has increasingly provided convenience to the community, must be maintained and if possible improved so that it can be an example in terms of discipline and certainty for community satisfaction.

Bureaucratic Structure in the Implementation of One Data Standard Operating Procedures (SOP)

In terms of Standard Operating *Procedures* or Standard Operating Procedures (SOP), BPS already has a clear SOP in carrying out its duties and functions.

What things need to be included and not included in the website is a charging manual for the operator.

Fragmentation

According to George C. Edward III in Winarno (2005:155) fragmentation is the dissemination of the responsibility of a regulation to several other bodies that require coordination. From the aspect of fragmentation, BPS has carried out many things, as evidenced by the connection of all BPS both at the central and regional levels. Central and regional BPS have coordinated with the parties concerned, so that the parties concerned can perform their duties and functions in the context of transparency and accountability of performance.

4. CONCLUSION

The implementation of One Data carried out by BPS as a data coach is considered to be quite good even though there are some aspects that are still less than optimal. With the technical guidance on data standards and metadata published by BPS, it is expected to be the basis and guidelines for agencies in implementing One Data Indonesia. Coaching efforts have also been carried out by BPS on agencies and K / L producers of statistical data both at the central and regional levels, but have not fully proceeded according to

planning. The obstacles encountered in the implementation of One Data at BPS are internal communication in the context of coordination is still not carried out properly, and external communication that is carried out has not yet reached the target target. The socialization carried out still does not cover all agencies, there are still some agencies that have not participated, the limited number of employees as needed in carrying out coaching.

In addition, the obstacles encountered, namely the busyness of BPS employees, make the coaching process for data producing agencies not optimal, employees still consider that coaching is an additional task in between routine tasks carried out. The importance of awareness that BPS as a data coach needs to be grown so that all employees feel part of the successful implementation of One Data, especially in terms of coaching data management.

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