

## IMPLEMENTATION OF THE ONE DATA INDONESIA POLICY IN MINAHASA REGENCY

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**Received:** 02/04/2026 | **Revised:** 04/05/2026 | **Accepted:** 11/06/2026 | **Published:** 19/06/2026

### Abstract

This study aims to analyze the dynamics and gaps in the implementation of the One Data Indonesia (SDI) Policy in Minahasa Regency, as well as to identify the determinant factors that influence its implementation. This study uses a descriptive qualitative approach with data collection techniques through in-depth interviews, observation, and documentation. The determination of informants was carried out by purposive sampling, involving Bapelitbangda, the Communication and Information Service, OPDs as data producers, and BPS as data administrators, with data validity tested through triangulation of sources and methods. The results of the study indicate that the implementation of the SDI policy in Minahasa Regency has not been running optimally as mandated by Presidential Regulation Number 39 of 2019. Its implementation is hampered by structural and operational determinant factors, which are characterized by: (1) the late issuance of the Regent's regulation on One Data Indonesia in Minahasa Regency so that the SDI Forum is less active and only five OPDs have submitted the 2025 data list; (2) a critical HR crisis, where the Statistics Division of the Communication and Information Service was combined with the Cryptography Affairs and was only managed by one ASN without any functional statisticians or computer technicians; (3) deviations in business processes from the Generic Statistical Business Process Model (GSBPM) standards due to the lack of submissions of statistical recommendations to BPS; (4) insufficient funding, and (5) information technology infrastructure that is not yet interoperable.

**Keywords:** Policy Implementation, One Data Indonesia, Sectoral Statistics, Data Governance, Minahasa Regency.

### INTRODUCTION

Sustainable and high-quality regional development is impossible without being based on accurate, transparent, and up-to-date data. In the context of modern governance, data has transformed from a mere administrative product into a key foundation in the formulation, implementation, and evaluation of public policy. Law No. 25 of 2004 concerning the National Development Planning System explicitly states that every development plan prepared by the government must be based on valid data, because only through scientifically processed and verified data can the government obtain an objective view of the dynamics of facts on the ground. In this fast-paced digital era, the demand for the government to provide data that is not only accurate and up-to-date, but also integrated and easily accessible to the public is inevitable. Without quality data, public policies have the potential to miss their targets, create serious budget inefficiencies, and undermine public trust in state administrators.

Philosophically, the One Data Indonesia (SDI) policy has a strong normative foundation and is in line with the noble values of Pancasila, especially the fifth principle that upholds social justice for all Indonesian people. The existence of single and valid data allows the government to formulate fairer and more targeted policies, especially in the allocation of social assistance, infrastructure planning, and improving the quality of public services. This policy also implements the mandate of Article 28F of the 1945 Constitution of the Republic of Indonesia which guarantees the right of every citizen to obtain information, while strengthening the principle of the rule of law that demands certainty, order, and accountability in governance. Within the framework of *Good Governance*, SDI internalizes the values of transparency

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and accountability, where open and standardized data allows the public to monitor government performance, while encouraging the creation of a responsive bureaucracy. On the other hand, this policy also reflects the spirit of *New Public Management* (NPM) which prioritizes efficiency and effectiveness, because with a single data standard, duplication of data collection across sectors can be avoided, the state budget can be saved, and public services can be improved through a performance orientation based on the use of modern information technology.

To address the need for integrated data governance, the Indonesian Government enacted Presidential Regulation No. 39 of 2019 concerning One Data Indonesia as the primary legal framework. This policy addresses the long-standing fragmented, non-uniform, and sectoral nature of government data management, which has hampered development planning and evaluation processes. SDI mandates the creation of accurate, up-to-date, integrated, accountable, and easily accessible data that can be shared between central and regional government agencies. To achieve this goal, this policy establishes three interrelated strategic roles: Data Supervisors (e.g., Statistics Indonesia for statistical data), tasked with providing guidance; Data Guardians responsible for data auditing, management, and dissemination; and Data Producers, agencies that produce data within their respective jurisdictions. Although this policy has been well-designed theoretically and legally, its implementation at the regional level has faced significant challenges with complex bureaucratic realities, where the gap between legal norms and field practices remains significant.

The Minahasa Regency Government, as an integral part of North Sulawesi Province, is also required to implement this policy to improve the quality of regional data. However, based on initial observations and empirical data collected, the implementation of SDI in this region still leaves a series of fundamental, critical and interrelated issues. The most fundamental problem lies in the aspect of coordination between regional agencies that has not been running effectively, marked by the still widespread phenomenon of *data silos* or compartmentalized data without synchronization of needs between Regional Apparatus Organizations (OPD). The main root of this weak coordination is a very significant delay in the issuance of the Regent's Regulation on the Implementation of One Data Indonesia at the Regional Level. Facts on the ground show that Minahasa Regency lags far behind its neighboring regions; Manado City has had this legal umbrella since December 22, 2021, North Minahasa Regency since June 16, 2022, Tomohon City since August 3, 2023, and even the North Sulawesi Governor's Regulation was issued on August 16, 2022. The absence of this derivative regulation has caused the Indonesian One Data Forum, coordinated by the Regional Development Planning, Research, and Development Agency (Bapelitbangda), to lose its coercive function and authority, thus unable to carry out its duties as a forum for unifying perceptions, producing data lists, and determining priority data. The real impact of this coordination paralysis is evident in the fact that for the current 2025 data list, only 5 out of dozens of Regional Apparatus Organizations (OPDs) have submitted their data lists, a very concerning figure and reflecting low bureaucratic compliance.

The complexity of the problem does not stop at coordination, but rather spreads to a very worrying Human Resources (HR) capacity crisis. As of early 2026, the Minahasa Regency Government did not have a single statistician or computer technician within the Communication and Informatics Office (Diskominfo), Bapelitbangda, or any other OPD, due to the lack of a Workload Analysis (ABK) and adequate job formation. This situation is exacerbated by an unbalanced organizational structure, where the Statistics Division in the Communication and Informatics Office, as the Data Guardian, is still structurally combined with the Encryption Division and is managed by only one State Civil Apparatus (ASN) without competent support staff. As a result, this official must bear a disproportionate double workload, even having to handle correspondence administration himself, so that the complex function of managing and checking sectoral statistical data is neglected. The lack of data awareness at the leadership level and the high rate of employee turnover in OPDs further exacerbate the situation, as every time a staff member begins to understand the correct data management process, they are often transferred, causing a loss of institutional memory and forcing the coaching process to start from scratch.

In addition to weak coordination and human resources, the statistical business process in Minahasa Regency also shows serious deviations from the international standard *Generic Statistical Business Process Model* (GSBPM). Many Regional Apparatus Organizations (OPDs) carry out surveys or data collection independently without submitting statistical recommendation requests to BPS, as the Data Supervisor, which should be a mandatory step for validating data collection methodologies and instruments. The absence of this validation stage results in the resulting data not meeting the required standards for concepts, definitions, classifications, measurements, and units, resulting in statistical metadata often being incomplete, non-uniform, or even not being created at all. This situation is exacerbated by very minimal funding, where the operational budget for the implementation of sectoral statistics at the Communication and Information

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Agency in 2026 is allocated only IDR 8,000,000.00 (eight million rupiah), a figure that is highly symbolic and completely inadequate to support routine coordination activities, human resource training, data validation, or information system maintenance. Similarly, with regard to information technology infrastructure, the Minahasa Regency One Data Portal, launched at the end of 2025, remains static and only contains administrative documents such as Strategic Plans (Renstra) and Decrees (SK), without dynamic sectoral statistical data. Worse still, access to publish data to the portal is still centralized exclusively with the Communication and Information Service (Diskominfo) operators, thus preventing regional government agencies (OPDs) as data producers from having the independence to update data in *real time*, which directly violates the principles of interoperability and transparency mandated by Presidential Decree Number 39 of 2019. The accumulation of the five fundamental problems mentioned above—paralyzed coordination, a human resource crisis, distorted business processes, a very minimal budget, and non-interoperable IT infrastructure—has not only become an administrative obstacle but has also had a direct impact on the low performance of regional data governance. This impact is objectively measured through the results of the 2024 Sectoral Statistics Implementation Evaluation (EPSS), in which Minahasa Regency only obtained a Statistical Development Index (IPS) score of 2.68 on a scale of 5. Although categorized as "Good," this figure is still far from the threshold for the "Satisfactory" category, which requires a minimum score of 4.2, and indicates that this region is at high risk of inaccurate development data and weak data integration between regional government agencies (OPDs). Given the urgency of data as a basis for rational and accountable public policymaking, this concerning condition demands in-depth and serious academic study. Therefore, this research is very urgent to be conducted in order to comprehensively describe the implementation of the SDI policy reviewed from various determinant aspects and identify the main inhibiting factors, so that concrete and actionable strategic recommendations can be formulated to realize quality, transparent, and sustainable data governance in Minahasa Regency.

### METHOD

This research was designed using a descriptive qualitative approach. This approach was deliberately chosen because it was considered most appropriate for exploring the meaning, dynamics, and complexity of relationships between variables that cannot be measured quantitatively alone, but rather require a deep understanding of the perceptions, experiences, and interactions of actors directly involved in the implementation of the One Data Indonesia policy in Minahasa Regency. With this approach, the researcher strives not only to describe phenomena superficially but also to delve into the root causes that cause gaps between the normative mandate of the policy and operational realities on the ground, particularly those related to the five determinant aspects that are the main focus of the research. This study focuses on evaluating the implementation of Indonesia's One Data Policy, reviewed through five main indicators or sub-focuses that are systemically interrelated. The first indicator is the aspect of inter-agency coordination, which examines the effectiveness of the implementation of the One Data Forum and the synergy between key actors such as Data Supervisors (BPS), Data Guardians (Kominfo Agency), and Data Producers (OPD) amidst the delay in issuing the Regent's Regulation as an operational legal umbrella.

The second indicator is Human Resources (HR) capacity, which critically analyzes the availability of functional statistical personnel and computer institutions, the level of technical competence of the apparatus, and the workload of data managers at the Kominfo Agency who must also handle coding matters. The third indicator concerns statistical business processes, which evaluates the extent to which Regional Apparatus Organizations (OPD) comply with the international standard *Generic Statistical Business Process Model* (GSBPM), including the completeness of procedures for submitting statistical recommendations to BPS and the preparation of metadata, which are absolute requirements for data interoperability. The fourth indicator is the availability of financing, which examines the commitment of local governments through the allocation of the Regional Budget to support operations, coordination, and development of sectoral statistics, as well as the impact of the minimal budget allocated only Rp8,000,000.00 in 2026. The fifth and final indicator is information technology infrastructure, which assesses the functionality of the Regional One Data Portal, the level of system interoperability, and the limited access rights to data publication that are still centralized on the operators of the Communication and Information Service, thus hampering the independence of data producers in disseminating information in *real-time*.

To obtain comprehensive and credible data, this research was conducted in Minahasa Regency from March to June 2026 by making regional apparatus organizations directly involved in the implementation of One Data Indonesia as the main locus, namely Bapelitbangda as the Secretariat of the SDI Forum, the Communication and Information Agency as the Data Guardian and portal manager, and various other technical regional apparatuses acting as producers of sectoral

statistical data. The data sources used are divided into two types, namely primary data obtained through in-depth interviews *with* key informants, and secondary data sourced from official documents, regional financial reports, regional regulations, RPJMD, and other supporting literature. The selection of informants was carried out using *purposive sampling* and *snowball sampling techniques* in stages, involving informants from Bapelitbangda, the Communication and Information Agency, BPS Minahasa Regency as Data Supervisors, representatives of technical OPDs as data producers, and academics or data users as external representatives who provide critical perspectives on the quality and accessibility of the resulting data.

Data collection techniques were carried out through three simultaneous channels, namely in-depth interviews with semi-structured guidelines that allowed for in-depth exploration of informants' experiences, direct observation of the data management process and the use of information systems in the field, and documentation that collected various written evidence such as organizational structures, standard operating procedures, and evidence of submitting statistical recommendations. Next, all collected data was analyzed systematically using the interactive model developed by Miles and Huberman, which consists of four continuous stages. The first stage is data condensation, which is the process of selecting and focusing research topics to simplify and focus them for development in qualitative analysis. The second stage is data reduction, where researchers summarize and sort data obtained from interviews, observations, and documentation to then focus on important aspects relevant to the problem formulation.

The third stage is data presentation, which is carried out by compiling information in the form of descriptive narratives or diagrams that are systematically described to facilitate researchers in drawing conclusions and seeing patterns of relationships between variables. The fourth stage is conclusion drawing, where researchers analyze the meaning of the data by identifying patterns, causal relationships, and interrelationships between determinant factors, so that valid and consistent evidence is obtained to continuously verify conclusions. To ensure the validity of the data and avoid interpretation bias, this study applies three data validation techniques simultaneously, namely source triangulation by comparing information obtained from various different informants, method triangulation by combining the results of interviews, observations, and documentation in one analysis unit, and *member checking* by reconfirming the interview results and the researcher's interpretation with the informant concerned to ensure that the meaning captured is truly in accordance with the intent and reality experienced in the field.

## RESULTS AND DISCUSSION

### 1. Implementation of the One Data Indonesia Policy in Minahasa Regency

#### Inter-Agency Coordination

Coordination is the backbone of multi-stakeholder policy implementation, as mandated by Presidential Regulation Number 39 of 2019 concerning One Data Indonesia. Edward III's (1980) policy implementation theory asserts that effective communication and a clear bureaucratic structure are essential prerequisites for translating policy instructions into coordinated actions on the ground. However, research findings indicate that inter-agency coordination in Minahasa Regency suffers from fundamental structural failures. The most obvious gap is the lack of an operational legal framework at the regional level. As of 2026, Minahasa Regency had not issued a Regent's Regulation on the Implementation of One Data Indonesia at the Regional Level. This regulatory delay is not merely an administrative issue, but rather an indicator of weak *political will* or commitment from regional leaders. This phenomenon stands in stark contrast to neighboring regions in North Sulawesi. Manado City has had implementing regulations since December 22, 2021, North Minahasa Regency since June 16, 2022, Tomohon City since August 3, 2023, and even the North Sulawesi Governor's Regulation was issued on August 16, 2022. This significant delay indicates that data governance issues are not yet considered a strategic priority by the Minahasa Regency Government, in contrast to other regions that have moved more quickly in responding to the national mandate.

The causal impact of this lack of regulation is the paralysis of the One Data Indonesia Forum's function in Minahasa Regency. In accordance with the SDI policy design, Bapelitbangda was appointed as the SDI Forum Secretariat, tasked with coordinating regional apparatus as data producers. An EP informant from Bapelitbangda acknowledged that *"normatively, coordination should be carried out through cross-OPD coordination meetings held periodically, usually quarterly. However, in practice, the frequency and depth of technical discussions are still not optimal because there is no binding regional legal umbrella."* Without a legal basis that provides coercive power, Bapelitbangda can only rely on persuasive appeals that have proven ineffective. This is evidenced by the empirical fact that for the 2025 data list, only 5 Regional Apparatus Organizations (OPDs) successfully submitted their data lists. An

FM informant from the Communication and Information Agency emphasized that *"because the forum was not running, synchronization of data needs did not occur. As a concrete example, the current year's data list that should have been submitted at the end of the previous year could not be realized. For 2025, for example, only 5 OPDs submitted their data lists. This shows weak coordination and compliance."* This very small number confirms that the phenomenon of *data silos* or compartmentalized data still dominates, where each OPD works independently without synchronizing data needs, thus hampering the integration of sectoral data with regional development planning documents such as the RPJMD and RKPD.

The failure of the SDI Forum directly violates the principles of *Good Governance*, particularly the coordination and collaboration between stakeholders, which should serve as a platform for unifying perceptions, producing priority data lists, and harmonizing sectoral data. UNDP (1997) emphasizes that coordination and collaboration, participation, transparency, and responsiveness are key pillars of good governance. Furthermore, this weak coordination exacerbates the phenomenon of sectoral egos. Informant MK from BPS, acting as Data Supervisor, noted that *"the work rhythm between BPS and OPDs is often not aligned,"* and OPD responses to statistical consultation forums are still very minimal. This condition creates overlapping data collection and inconsistencies in figures between agencies for the same indicators. From a *New Public Management perspective*, this condition represents a form of severe bureaucratic inefficiency, where duplication of effort and waste of resources occurs due to the lack of an integrated data exchange mechanism. Hood (1991) in his theory of NPM emphasizes the importance of efficiency, results-orientation, and the use of information technology in public services. As a result, the resulting data cannot be relied upon as a basis for evidence-based policy making, which ultimately resulted in the low achievement of the Statistical Development Index (IPS) of Minahasa Regency at 2.68 in the 2024 Sectoral Statistics Implementation Evaluation (EPSS).

#### Human Resources (HR)

The human resources (HR) aspect is a critical variable in Edward III's implementation theory, where policy success depends heavily on the adequacy and quality of available resources, both in terms of personnel and technical expertise. Edward III (1980) explicitly stated that resources include adequate staff, necessary expertise, and sufficient authority to implement policies. Research findings reveal that Minahasa Regency is experiencing a human resources capacity crisis in the fields of statistics and information technology that is at a very worrying stage. The most striking fact is the absence of functional statisticians and computer administrators within the Minahasa Regency Government until early 2026. The lack of Job Analysis (Anjab) and Workload Analysis (ABK) leading to the formation of functional positions at the Communication and Information Service, Bapelitbangda, and other Regional Apparatus Organizations (OPDs) indicates a failure in long-term human resource planning. This situation is exacerbated by an unsupportive organizational structure. At the Communication and Information Service, as the Data Guardian, the Statistics Division is still structurally combined with the Cryptography Division. This combination of two very different technical functions creates a disproportionate double workload and disrupts concentration on the core function of statistical data management. A civil servant who must simultaneously handle statistics and cryptography, even to the point of handling administrative correspondence, will be physically and cognitively unable to optimally perform the Data Guardian function. The Data Guardian function, according to Presidential Regulation 39/2019, includes data auditing, management, and dissemination. Data auditing requires precision to validate the suitability of concepts, definitions, and metadata. Data management requires technical expertise to ensure interoperability. With very limited human resources, it is impossible for the Communication and Information Service to provide intensive assistance or *quality control* for the data produced by dozens of OPDs in Minahasa Regency.

In addition to quantity, quality and disposition (attitude) are also issues. An informant from a data-producing OPD (Regional Government Organization) stated that *"in our OPD, there are staff who handle data, but those who truly understand data management and statistics are very limited. Most have general administration backgrounds. Furthermore, the rate of employee turnover or rotation in the OPD is quite rapid. As soon as someone is trained or begins to understand the data flow, they are transferred, so we have to start coaching from scratch."* The findings indicate low *data awareness* among OPD leadership and operational staff. This undeveloped data-driven culture is a serious obstacle because without awareness of the importance of quality data, all coaching and system development efforts will be in vain. This is exacerbated by the high rate of employee turnover or rotation in the OPD. This phenomenon of institutional memory loss, which is not balanced by adequate documentation systems and internal training, means that data management competency at the OPD level is always at the starting point. Every staff change means the coaching process must start from scratch, so that existing capacity-building efforts become unsustainable.

The correlation between this human resource crisis and data governance performance is very real and measurable. In the implementation of the 2024 EPSS, the Minahasa Regency Government only obtained an IPS score of 2.68 on a scale of 5. This score is far below the threshold for the "Satisfactory" category ( $\geq 4.2$ ). This low score directly reflects the region's inability to compile thorough statistical planning documentation, weak data quality control, and a lack of human resources who understand the EPSS guidelines. Regions with a low IPS are considered to have a high risk of inaccurate development data, which can ultimately damage the region's performance reputation and hinder the effectiveness of development planning. From the perspective of Edward III's theory, this failure in the resource aspect is a major obstacle that prevents the effective implementation of SDI policies, because without competent and sufficient human resources, all stages of policy implementation will stall.

### Statistical Business Process

The statistical business process is a series of systematic steps that must be followed to produce quality data. Within the framework of the National Statistics System (SSN) and the SDI Policy, this process must adhere to the international standard *Generic Statistical Business Process Model* (GSBPM) established by UNECE. The GSBPM is designed to ensure methodological harmonization, data and metadata integration, and provide a framework for assessing and improving process quality. Law Number 16 of 1997 concerning Statistics affirms that the National Statistics System is a system consisting of regularly interrelated elements, thus forming a totality in the administration of statistics. However, analysis of research findings indicates significant deviations in the implementation of statistical business processes in Minahasa Regency. The most fundamental deviations occur at the planning and data collection stages. Many Regional Apparatus Organizations (OPDs) conduct surveys or data collection independently without first submitting a request for statistical recommendations to the Central Statistics Agency (BPS), the Data Supervisor. In accordance with proper procedures, every sectoral statistical activity must undergo a methodological validation process by BPS to ensure that the data collection instruments, samples, and analysis methods used meet statistical scientific standards.

The absence of this validation stage often results in data produced by OPDs not meeting required standards, particularly in terms of uniformity of concepts, definitions, classifications, measurements, and units. This aligns with Aziz's (2024) findings, which state that OPDs' limited knowledge of statistics and lack of awareness of their ongoing statistical activities are major obstacles to sectoral statistical development. The impact of this lack of standardization is particularly pronounced in metadata. Metadata, which is "data about data," is crucial for explaining the context, collection methods, timeframe, and quality of data, ensuring its interoperability with others. Research findings confirm that statistical metadata (including activity, variable, and indicator metadata) in Minahasa Regency is often incomplete, inconsistent, or even unproduced. Without adequate metadata, data generated by one regional government agency (OPD) cannot be integrated with data from other OPDs, thus failing to realize the One Data Indonesia principle. This is also confirmed by Maulia (2021), who found that challenges in SDI implementation include non-compliance with data standards, inconsistent metadata, and the absence of data reference codes, which results in overlapping data and difficulties in sharing.

These business process deviations also have a direct impact on the documentation and data quality control stages, which are key components in the EPSS assessment. Supporting documents from the planning, collection, processing, analysis, and dissemination stages are often incomplete, out of date, or not systematically documented. An informant from the Communication and Information Technology Agency (FM) stated that "this condition has a direct impact on the low EPSS score. Because the data is inaccurate and metadata has not been managed properly, our assessment score is very low. This is a clear reflection that the statistical business process in Minahasa Regency has not been running according to the mandate of Presidential Regulation 39/2019." This is due to the absence of a standard operating procedure (SOP) for data management that is standardized and consistently adhered to by all OPDs. From an implementation theory perspective, this condition reflects a failure in the *disposition* and *bureaucratic structure*. OPDs, as data producers, lack the disposition or willingness to follow correct procedures, often citing urgent work program demands or ignorance. Furthermore, the bureaucratic structure does not provide oversight mechanisms or sanctions that can enforce compliance with GSBPM standards. As a result, data circulating in Minahasa Regency is prone to inconsistency and duplication. UA, an academic and data user, complained that "the impact is very noticeable for us as data users. We often find incomplete, inaccurate data, and data duplication between agencies. This inconsistency occurs because there are no shared data management standards, so we hesitate to use the data for academic studies or policy recommendations." This directly reduces the credibility of regional development data and is a determining factor in the low IPS score of 2.68. MK, an informant, emphasized that "without following the GSBPM and correct recommendation

procedures, it is impossible to achieve data interoperability. BPS has great difficulty fostering OPDs because they operate independently (sectoral egos) without referring to the National Statistics System (SSN) framework. This is the root of the problem why the Statistical Development Index (IPS) for Minahasa Regency in the 2024 EPSS only reached 2.68 on a scale of 5."

### Budget Availability

In Edward III's implementation theory, resources *encompass* not only human resources but also adequate funding or budgets to support policy implementation. Without proportional financial support, even the best-designed policies will fail to be implemented. An analysis of the financing aspects in Minahasa Regency reveals a very concerning reality and is clear evidence of the weak institutional commitment to data governance transformation. In accordance with the mandate of Minister of Home Affairs Regulation (Permendagri) Number 12 of 2019, the implementation of sectoral statistical activities should be included in the operational budget item at the Communication and Informatics Office. However, facts on the ground show violations of this regulatory mandate. An FM informant from the Communication and Information Service revealed that "budget support is very minimal and can be said to be inadequate. According to Home Affairs Ministerial Regulation Number 12 of 2019, the implementation of sectoral statistical activities should be included in the operational expenditure budget item at the Communication and Information Service. However, in reality, in the Strategic Plan (Renstra) of the Minahasa Regency Communication and Information Service for 2025-2029, the implementation of sectoral statistical activities has not received a proper budget item."

Based on the Strategic Plan (Renstra) document of the Minahasa Regency Communication and Informatics Office for the 2025-2029 period, the implementation of sectoral statistical activities has not received a proper or specific budget item. The peak of this insufficient funding is seen in the 2026 budget allocation. Research data shows that the budget available at the Communication and Informatics Office for the operational activities of sectoral statistical implementation is only IDR 8,000,000.00 (eight million rupiah). Informant FM stated with a frustrated tone: *"As a very concerning illustration, in 2026, the budget available for the operational activities of sectoral statistical implementation at the Communication and Informatics Office is only IDR 8,000,000.00 (eight million rupiah)." In the context of local government, the figure of eight million rupiah is a very symbolic nominal and completely inadequate to support complex operations. A budget of this size will not be enough to finance vital activities such as One Data Forum coordination meetings, training or capacity building of human resources, maintenance of technological infrastructure, or incentives for data collection officers in the field. FM informant explains the impact:*

The lack of a dedicated budget forces data managers to "piggyback" on other activity budgets or rely on the technical program budgets of each regional government agency (OPD), which of course are not allocated for data quality control or metadata preparation according to SDI standards. An MR informant from a data-producing OPD admitted that *"at the OPD level, we also don't have a dedicated budget for SDI activities. If there are survey activities, they use the technical program budgets of each sector, not for data quality control or metadata preparation according to SDI standards."* This situation creates a vicious cycle: without a budget, there is no training and coordination; without training and coordination, data quality is low; and because data quality is low, local governments are reluctant to allocate large budgets to sectors that are deemed not to produce tangible results. An EP informant from Bapelitbangda emphasized that *"transforming data management requires costs, from training personnel, system development, to incentives for data collectors in the field. Without a proportional budget, it is impossible to improve EPSS achievements."*

From a *Good Governance perspective*, the lack of adequate budget allocation is an indicator of failure in accountability and responsiveness. The local government is unresponsive to the fundamental need for data governance modernization and is unaccountable in fulfilling the national mandate (Presidential Decree 39/2019), which implicitly requires financial support. The UNDP (1997) emphasizes that effectiveness and efficiency are fundamental principles of *Good Governance* that must be realized through appropriate resource allocation. This lack of budget directly correlates with the low EPSS score, as many aspects of the EPSS assessment (such as providing supporting documents, implementing guidance, and quality control) require operational costs that cannot be met with the Rp8,000,000.00 budget. This confirms that data management transformation in Minahasa Regency is currently more of an administrative slogan than a seriously funded development priority. Nuryana's (2025) research also found something similar in Bangka Belitung Province, where budget reductions resulted in a reduction in the number of participants in SDI development activities and the elimination of incentives for data collection officers, which shows that adequate financial support is an absolute prerequisite for the successful implementation of SDI.

### Information Technology

The final aspect discussed is information technology infrastructure, which in the *New Public Management paradigm* is considered a key *enabler* or enabling factor for creating an efficient, transparent, and service-oriented bureaucracy. Hood (1991) in his theory of NPM emphasized the importance of utilizing information technology in public services to improve efficiency and effectiveness. Indonesia's One Data Policy relies heavily on system interoperability, namely the ability of various information systems to exchange data and use the exchanged information effectively. However, research findings indicate that the IT infrastructure in Minahasa Regency is not yet capable of supporting this demand. The primary focus of the evaluation was the Minahasa Regency One Data Portal, which is supposed to function as a centralized repository (*single gateway*) for the exchange and dissemination of data between agencies and to the public. Although this portal was launched in late 2025, its evaluation up to April 2026 showed that it was not yet functioning optimally.

Based on observations and confirmation from informants, this portal is still static and only functions as a general information medium for the local government. The available content is only around administrative documents such as Strategic Plans (Renstra) and Decrees (SK), but does not yet contain dynamic, up-to-date, and useful sectoral statistical data for decision-making. Informant EP from Bapelitbangda stated that *"we at Bapelitbangda really need a portal that contains sectoral data for the preparation of the RPJMD and RKPD. But because the portal does not yet contain this data, we still have to manually request the data from each OPD."* This condition shows that the portal, which should be a data integration solution, has not provided significant benefits for regional development planning. Another fundamental weakness lies in the data access and publication rights mechanism. In accordance with the SDI principles, Data Producers (OPD) should have the independence to update and publish their data in *real time* to the portal after going through a validation process by the Data Guardian. However, research findings reveal that access to publish data to the portal is still highly centralized and limited to operators from the Communication and Informatics Office. Informant FM explained that *"this is a technical and policy obstacle that we face. Currently, access to publish or upload data to the portal is still very limited. Only operators from the Communication and Informatics Office have this access right. Other OPDs cannot upload their data independently."* Other OPDs do not have the access right to upload their data independently.

This centralized access situation creates a *bottleneck* or obstacle to data flow. Regional government agencies (OPD) must manually submit data to the Communication and Information Service (Diskominfo), which then has to be input by operators. This process is not only prone to delays in data updates but also increases the risk of *human error* and breaks the chain of accountability for data from the original data producer. This directly contradicts the principles of interoperability and independence of Data Producers mandated by Presidential Regulation 39/2019. In their research, Susniawati & Zamili (2022) found that the challenge in accelerating SDI at the provincial and district/city levels is that many regions have not yet implemented the mandate of the Presidential Regulation on SDI for various reasons, including limited technological infrastructure. The root cause of this suboptimal infrastructure again stems from two issues discussed previously: budget and human resource limitations. Building a dynamic, integrated, and secure portal requires a large system development budget and competent computer personnel to manage servers, databases, and cybersecurity. With a sectoral statistics operational budget of only Rp8,000,000.00 and the absence of computer administration staff in the Statistics Sector, developing a comprehensive IT infrastructure is currently impossible.

As a result, the principles of transparency and easy access mandated by Presidential Decree 39/2019 have not been met. Informant UA, an academic and data user, stated that *"I often access the portal, but because it lacks statistical data and only contains decree documents, this portal is useless for research. In addition, the principles of transparency and easy access mandated by Presidential Decree 39/2019 have not been met."* Data users, including academics and development planners, cannot utilize the portal as a reliable data source. They still have to rely on manual methods to request data from each OPD, which reinforces the *data silo phenomenon*. This failure to provide interoperable IT infrastructure is the final straw that hinders the realization of integrated, accurate, and sustainable data governance in Minahasa Regency, which ultimately contributes to the low achievement of the regional Statistical Development Index (IPS) of 2.68.

### 4.3.2 Determinant Factors Influencing the Implementation of One Data Indonesia in Minahasa Regency

The effectiveness of public policy implementation cannot be measured solely by the existence of regulations at the central level, but rather by the extent to which the policy is successfully translated into operational actions that produce the desired *outcomes* at the regional level. From the perspective of George C. Edward III's policy implementation theory, effectiveness is determined by the dynamic interaction between four main variables: communication, resources, disposition (attitude of implementers), and bureaucratic structure. Based on empirical findings in the field, the effectiveness of the One Data Indonesia (SDI) Policy implementation in Minahasa Regency remains suboptimal. This is

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clearly reflected in the achievement of the Minahasa Regency Statistical Development Index (IPS) in the 2024 Sectoral Statistics Implementation Evaluation (EPSS), which only achieved a score of 2.68 on a scale of 5. This score, although included in the "Good" category, is still very far from the threshold for the "Satisfactory" category which requires a minimum score of 4.2.

The most fundamental structural and regulatory inhibiting factors are weaknesses in bureaucratic structures and inter-agency communication, rooted in the lack of an operational legal framework at the regional level. Presidential Regulation Number 39 of 2019 explicitly mandates regional governments to issue regional head regulations as the operational basis for SDI implementation. However, as of early 2026, Minahasa Regency had not yet enacted a Regent's Regulation on the Implementation of One Data Indonesia at the Regional Level. The direct causal impact of this absence of a Regent's Regulation is the paralysis of the One Data Indonesia Forum's function at the district level. Without a legal basis granting coercive power *or* an administrative sanction mechanism, Bapelitbangda can only rely on persuasive appeals that have proven ineffective in addressing the sectoral egos of OPDs. Empirical evidence of this coordination failure is striking: for the current year's data list, which should have been submitted by the end of the previous year, the realization in 2025 showed that only 5 OPDs successfully submitted their data lists.

Inhibiting Factors Human Resource Capacity is a major obstacle to the effectiveness of Human Resources. The most critical fact is the absence of functional statisticians and computer administrators within the Minahasa Regency Government until early 2026. The absence of Job Analysis (Anjab) and Workload Analysis (ABK) leading to the formation of these functional positions indicates a systemic failure in long-term HR planning. This condition is exacerbated by an organizational structure that does not support work efficiency. In the Communication and Information Agency, as the Data Guardian, the Statistics Division is still structurally combined with the Cryptography Division and is managed by only one civil servant at the level of Head of Division, without any supporting staff. In addition to the quantitative aspect, the disposition or attitude of implementers is also a significant inhibiting factor. The findings indicate low *data awareness* at the leadership and operational staff levels of OPDs, where data management is often only considered an additional administrative task, rather than a strategic regional asset.

Operational Inhibitors include statistical business processes, funding availability, and information technology infrastructure. First, the implementation of sectoral statistical activities in Minahasa Regency has not followed the stages in accordance with international GSBPM standards. Many Regional Apparatus Organizations (OPD) conduct surveys independently without submitting statistical recommendations to BPS, resulting in incomplete metadata and difficult data integration. Second, the 2026 budget allocation for sectoral statistical operations is only Rp8,000,000.00, which is completely inadequate to support coordination, training, and system maintenance activities. Third, the IT infrastructure is not yet capable of supporting data interoperability, with the One Data Portal remaining static and publication access centralized by Diskominfo operators.

This study also identified several under-utilized supporting factors. First, the existence of a national legal framework (Presidential Decree 39/2019 and Law No. 16/1997), which provides clear guidance on data standards and interoperability. Second, the consistency of the Minahasa Regency Statistics Office (BPS) in providing technical assistance and facilitating the submission of statistical recommendations. Third, the availability of basic IT infrastructure in certain regional government agencies (OPDs), demonstrating that data management can be effective if supported by clear systems and regulations. Fourth, increasing external demands from civil society, academics, and the media for data transparency and accountability can be a catalyst for change.

The interaction between inhibiting and supporting factors forms a mutually reinforcing chain of causes and effects that leads to the low effectiveness of SDI implementation. The absence of a Regent's Regulation paralyzes the SDI Forum; the paralysis of the SDI Forum leads to the absence of data synchronization and the proliferation of *data silos*; *data silos* are exacerbated by business processes that deviate from the GSBPM and the absence of metadata; these deviations cannot be corrected due to incompetent human resources and excessive workloads; and improvement efforts are completely halted due to the lack of a budget (Rp 8 million) and non-interoperable IT infrastructure. The cumulative impact of this chain of problems is empirically measured through the EPSS instrument, where the IPS score of 2.68 achieved by Minahasa Regency in 2024 is a direct reflection of the region's inability to compile mature statistical planning documentation, weak data quality control, a lack of human resources who understand the EPSS guidelines, and the unavailability of formal evidence in the form of well-archived supporting documents.

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Therefore, it can be concluded that the effectiveness of One Data Indonesia (SDI) implementation in Minahasa Regency is currently very low because structural, capacity, and operational inhibiting factors are far more dominant than existing supporting factors. Data management transformation in Minahasa Regency cannot be achieved with partial improvements in one aspect alone. Comprehensive, holistic, and simultaneous interventions are needed, starting with the issuance of regional regulations, structural separation of statistical affairs, filling functional human resource positions, significantly increasing the budget, and developing a truly interoperable data portal, so that the principles of data accountability and transparency in the SDI can be effectively realized. As emphasized by Maulia (2021), eight key factors are required for successful SDI implementation: a focused data strategy, clear data procedures and processes, easy-to-follow standardization policies, collaboration, data competence, the establishment of data roles and responsibilities, flexible *data tools* and technology, and data user satisfaction. These eight factors are still far from being realized in Minahasa Regency, so improvement efforts must be carried out comprehensively and continuously.

### CONCLUSION

Based on the results of the research and analysis that has been carried out, several main conclusions can be drawn as follows:

1. The implementation of the One Data Indonesia Policy in Minahasa Regency still shows a significant gap between the normative mandate of Presidential Regulation Number 39 of 2019 and the operational reality on the ground. This gap is clearly visible from the paralyzed coordination due to the non-issuance of the Regent's Regulation, which has resulted in the One Data Forum being inactive and only five OPDs submitting data lists by 2025. Critical human resource capacity is characterized by the absence of functional statisticians and the management of statistical affairs being handled by only one ASN, exacerbated by business processes that deviate from GSBPM standards and incomplete metadata preparation. Coupled with a very minimal operational budget allocation (only IDR 8,000,000.00 in 2026) and a One Data Portal that is still static and access is centralized by Diskominfo operators, these five aspects cumulatively confirm that data governance in Minahasa Regency is not yet integrated, standardized, and sustainable.
2. The implementation of One Data Indonesia in Minahasa Regency is largely determined by the dominance of structural, capacity, and operational inhibiting factors, which far outweigh the available supporting factors. The main inhibiting factors include the absence of regional derivative regulations, a functional human resource crisis, irregularities in the data collection process without BPS recommendations, and minimal budget support and interoperable technological infrastructure. Despite the existence of supporting factors such as a national legal framework, consistent BPS technical assistance, and the initial launch of the data portal, this potential has not been optimized due to weak political will and low data awareness at the leadership level. The negative interaction of these inhibiting factors directly impacts the poor performance of regional data governance, as reflected in the Statistical Development Index (IPS) score of 2.68 in the 2024 EPSS, confirming that SDI implementation in Minahasa Regency has not been effective and remains at high risk of inaccurate development data.

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