Implementation of the Single Data Population Policy at the Central Bureau of Statistics and the Directorate General of Population and Civil Registration of the Ministry of Home Affairs

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A B S T R A C T

There is an overlap in policies between Statistics Law No. 16 of 1997 and Law No. 24 of 2013. The difference in data from the Central Statistics Agency and Dukcapil causes confusion for data users. The research aims to determine the factors that influence the effectiveness or ineffectiveness of the content and context of the Implementation of the One Population Data Policy and to develop strategies in order to improve the Implementation of the One Population Data Policy of the Central Bureau of Statistics with Dukcapil. This discussion is about how to implement a single population data policy from the content and context in Merilee S. Grindle's view. The results of the research found that based on the content of policy, the factors that influence the implementation of the one population data policy cause the implementation of the one population data policy of the Central Bureau of Statistics and Dukcapil not to run optimally, this is because there are inhibiting factors that influence the implementation of the one population data policy, namely the interest factor of the target group, the type of benefit factor and the degree of change desired. Based on the Policy Implementation Context (Context of Implementation), there are inhibiting factors that influence the implementation of population data policies, namely the factor of how much power, interest and strategy the actors involved in implementing the policy have. Conclusion: The process of implementing the single population data policy between the Central Statistics Agency and Dukcapil is already underway, but it is not yet running optimally, requiring a long process. To realize one population data, the following recommendations need to be made: Strengthening the device system used to support the implementation of population data integration and technological maintenance. Eliminate sectoral egos between related agencies. to synchronize population data, coordinate continuously and carry out joint monitoring and analysis between agencies.

INTRODUCTION

Indonesia is rich in valuable information and data, from the central to the regional levels, providing insights into the economy, health, food, education, transportation, and other aspects. This valuable information and data serve as the foundation for development planning through the policies made. Policy-making based on field data will have a positive impact on society. To achieve this, the government is required to create a data ecosystem that can provide accurate and open data for all citizens.

In 2022, the State Budget for RAPBN 2022 is directed towards the Economic Recovery Program (PEN), one of which focuses on optimizing Information and Communication Technology (ICT) by building a national data center and implementing an Electronic-Based Government System (SPBE) in accordance with Presidential Regulation No. 39 of 2019 on One Data Indonesia. This serves as a reference for the Central Statistics Agency (BPS) and the Directorate General of Population and Civil Registration (Dukcapil) of the Ministry of Home Affairs to synchronize population data by producing accurate, up-to-date, integrated, accountable data that is easily accessible and shareable between central and regional agencies.

Given the importance of data, almost every government agency in Indonesia requires data, including population data. This data is used for the programs and activities of the relevant agencies. To address the need for population data, the government, through the Statistics Law No. 16 of 1997, has designated the Central Statistics Agency (BPS) as the institution responsible for collecting and processing population statistics data for development purposes. According to Sita Dewi, Dwi Listyawati, and Bertha Elvy Napitupulu in the Journal of Information Systems at the University of Surabaya in 2018, "Population Data and E-KTP," the main source of population data is the census conducted every ten years by the Central Statistics Agency (BPS).

The population census has been conducted seven times since Indonesia's independence, in 1961, 1971, 1980, 1990, 2000, 2010, and 2020. Due to the Covid-19 pandemic, the 2020 census was conducted in two phases: online in March 2020 and through direct interviews in September 2020. In the population census, enumeration is conducted for all residents living in the territorial area of Indonesia, including foreign nationals, except for members of the diplomatic corps of friendly countries and their families. Data collection in the census is done through interviews between census officers and respondents. The enumeration method used in the population census employs the concept of usual residence, where residents are enumerated where they usually reside. Residents with a fixed residence are enumerated at their usual place of residence, while those without a fixed residence are enumerated where they are found by census officers, usually on the night of the 'census day.' Those without a fixed residence include the homeless, crew members of Indonesian-flagged ships, inhabitants of boats/floating houses, remote/isolated communities, and refugees. Individuals with a fixed residence but who are away for more than one year are not enumerated at their residence. Conversely, a person or family occupying a building for less than one year but intending to settle there is enumerated at that location.

However, the government, through Law No. 24 of 2013, also mandates the Ministry of Home Affairs through the Directorate General of Population and Civil Registration as the responsible entity for providing population data for development planning. This law explicitly instructs all regional governments to use data from population registration and civil registration in the preparation of their regional development plans. According to the Ministry of Home Affairs (Article 58 of Law No. 24 of 2013), population data is generally used for various purposes, including:

a. Public services.
b. Development planning, which includes national development planning, education planning, health planning, labor planning, and poverty alleviation.
c. Budget allocation, including determining general allocation funds (DAU) and calculating tax potential.
d. Democracy development, such as preparing aggregate population data by sub-district (DAK2) and preparing data on potential voters for elections (DP4).
e. Law enforcement and crime prevention, including facilitating the tracking of criminals, preventing human trafficking, and preventing the illegal employment of labor.

Dukcapil population data is one of the essential pieces of information needed for sustainable development planning. The implementation of the population administration information system nationwide not only facilitates the rapid and accurate creation of population data but also significantly supports government activities and development planning.

Fundamentally, population administration consists of activities such as population registration, civil registration, issuance of documents and population data, and management of population information. It is important to understand that population administration generates data from two activities: population registration and civil registration. Population registration and civil registration are conducted continuously, depending on population changes and vital events experienced by residents, and are carried out down to the smallest administrative unit, namely the village/sub-district. Population registration involves recording residents' biodata and noting population events, while civil registration involves recording vital events.

We must differentiate between population events and vital events. Population events are occurrences experienced by residents that impact changes in Family Cards and Identity Cards, including moving in/out, address changes, and changes from temporary to permanent residence status. Vital events include birth, death, stillbirth, marriage, divorce, child recognition, child legitimation, child adoption, name change, and nationality status change.

In essence, population administration activities produce two important outputs: population documents and population data. It is crucial to understand that the data generated from population registration and civil registration differ. Population registration activities produce residents' biodata and its changes, while civil registration activities produce vital statistics. This understanding is essential to avoid confusion when making recommendations for integrating population data.

Over time, aggregate data from population registration and civil registration can be used not only for legal administrative purposes but also for broader population analysis. Data on population numbers, structure, and migration can be obtained from processing population registration data. In contrast, data for calculating demographic variables, especially fertility and mortality, should be obtained from vital statistics (civil registration results). However, to produce accurate analyses, the data collected through population registration and civil registration activities must be valid and reliable. Therefore, continuous improvement in the quality of recording and the addition of other necessary characteristics for analysis is required in the future.

A single population data system is extremely important because it will serve as the foundation for the government in developing development plans. Given the significance of this single data system, its management must be carried out meticulously and effectively. Ultimately, this will lead to a more advanced and high-quality single population data system for Indonesia. The single population data system is driven by the issuance of Presidential Regulation (Perpres) No. 39 of 2019 on One Data Indonesia (SDI). The single population data system functions as the basis for the government to conduct comprehensive development; this data is used from planning, evaluation, to controlling the development process.

The researcher chose the Central Bureau of Statistics (BPS) and Dukcapil as the focal points because the government, through Statistics Law No. 16 of 1997, has designated BPS as the institution responsible for collecting and processing population statistical data for development purposes. Additionally, the government, through Law No. 24 of 2013, mandates the Ministry of Home Affairs, through the Directorate General of Population and Civil Registration, to be responsible for providing population data for development planning. Generally, there are fundamental differences between the population data produced by the Central Bureau of Statistics and the Directorate General of Population and Civil Registration of the Ministry of Home Affairs.

Table.1 Data on Occupation Number according to Dukcapil and BPS from 2013 to 2022

Year	Directorate General of Population and Civil Registration	Central Statistics Agency
	(Million Souls)	(Million Souls)
2013	253,6	245,4
2014	254,8	248,8
2015	255,6	255,5
2016	257,9	258,7
2017	261,1	261,9
2018	265,2	264,2
2019	266,5	266,9
2020	271,3	270,2
2021	272,2	272,7
2022	275,3	275,8

Source: Population Data from the Directorate General of Population and Civil Registration and the Central Statistics Agency

The data above represents the population of Indonesia from 2013 to 2022 based on the population data from Dukcapil and the Central Statistics Agency, measured in millions. There is a significant discrepancy between the population data provided by Dukcapil and the Central Statistics Agency from 2013 to 2022.

METHODS

This research employs a qualitative research approach, where qualitative research as a scientific method is used and conducted by a group of researchers in the field of social sciences, including education. Qualitative research is conducted to gather knowledge through understanding and discovery. The qualitative research method involves investigation and understanding based on methods that study social phenomena and human issues. In this study, the researcher presents a complex picture, examines words, provides detailed respondent opinions, and conducts research in natural settings. According to Iskandar (2009):

In qualitative research, the researcher is the key instrument. Therefore, researchers must have broad theory and insight to ask, analyze, and clarify the objects being studied. The essence of qualitative research is to observe people in their living environment, interact with them, seek to understand their language and interpretations of their surroundings, approach or interact with individuals related to the research focus with the aim of understanding, exploring their views and experiences to obtain the necessary information or data.

According to Sugiyono (2013), qualitative methods are used for natural research objects, not based on experimental results. The researcher is a key instrument in qualitative research, and the results emphasize meaning rather than generalization. Data collection tools typically include direct observation, interviews, and document studies. Qualitative research is used when the problem is not clear, to uncover hidden meanings, understand social interactions, develop theories, ensure data accuracy, and explore historical developments. Given that the goal of this research is to understand and interpret various phenomena that actually exist or occur, as a characteristic of qualitative research, in this case, to implement the Population Data Policy of the Central Statistics Agency with Dukcapil, the researcher uses a descriptive qualitative research method. According to Moleong (2013):

Qualitative methods are performed with several considerations: first, qualitative methods are easier when dealing with multiple realities; second, this method directly presents the relationship between researchers and respondents; third, this method is more sensitive and adaptable to various influential factors and value patterns encountered. Qualitative research methodology is a research procedure that produces descriptive data in the form of written or spoken words from people and observable behavior.

RESULTS AND DISCUSSION

In the description of the content of the policy, the factors influencing the implementation of the single population data policy at the Central Statistics Agency and Dukcapil of the Ministry of Home Affairs can be seen in the table as follows:

Table 2. Content Factors for One Population Data Policy

No.	Policy Content	Affects	Does Not Affects
1	Target Group Interests	√	
2	Type of Benefit	√	
3	Desired Degree of Change	√	
4	Decision-Making Location		√
5	Program Implementers		√
6	Resources Involved		√

The research findings indicate that, based on the content of the policy, the factors influencing the implementation of the single population data policy, which has led to suboptimal implementation at the Central Statistics Agency and Dukcapil of the Ministry of Home Affairs, include several inhibiting factors. These factors affecting the implementation of the single population data policy include target group interests, type of benefit, and desired degree of change. For the Context of Implementation of the Single Population Data Policy at the Central Statistics Agency and Dukcapil of the Ministry of Home Affairs, refer to the table below:

Table 3. Policy Implementation Context Factors (Context of Implementation)

No.	Policy Environment (Context Of Implementation)	Affects	Does Not Affects
1	How much power, interests and strategies do the actors involved in implementing the policy have?	√	
2	Characteristics of Institutions and Authorities: what are the institutions and regimes in power?		√
3	Level of compliance and responsiveness (responsiveness) of the target group		√

RESULTS OF THE RESEARCH

The research found that, based on the Context of Implementation, the single population data policy at the Central Statistics Agency (BPS) and Dukcapil of the Ministry of Home Affairs has not been running optimally. This is due to inhibiting factors affecting the implementation of the policy, specifically the extent of power, interests, and strategies held by the actors involved in policy implementation.

Strategies for Improving the Implementation of the Single Population Data Policy

Based on the research findings with informants, several factors inhibiting the optimal implementation of the single population data policy at the Central Statistics Agency and Dukcapil of the Ministry of Home Affairs were identified. For the content of the policy, these inhibiting factors include target group interests, type of benefit, and desired degree of change. For the Context of Implementation, the factors include the extent of power, interests, and strategies of the involved actors.

1. Strategies for Addressing Target Group Interests:
    a. Coordination and Cooperation: Enhance coordination and collaboration between relevant agencies to establish agreements for synchronizing population data.
    b. Unify Data: Integrate population data systems.
    c. Eliminate Sectoral Ego: Reduce inter-agency ego by forming initial agreements to synchronize population data, aiming for a unified and accurate population database.
2. Strategies for Addressing Type of Benefit:
    a. SDI Implementation: Implement the Single Data Indonesia (SDI) through integrated population data based on National Identification Numbers (NIK).
    b. Collaboration Agreements: Establish agreements for single population data.
    c. Regular Updates: BPS and Dukcapil should collaborate to update and synchronize population data monthly to achieve unified population data.
    d. Unified Public Services: Ensure all public service platforms use a single identification number regardless of the variety of services provided.
3. Strategies for Addressing Desired Degree of Change:
    a. Eliminate Sectoral Ego: Remove inter-agency ego.
    b. Guidelines for Governance: Develop guidelines for the governance of single population data management.
    c. Update Sharing Schemes: Revise and update data sharing schemes between central and regional agencies.
    d. Develop Digital Identity Systems: Advance digital identity applications to include a linking system where digital identities serve as intermediaries for public services, allowing for QR code scanning instead of manual photocopying.
4. Strategies for Addressing Power, Interests, and Strategies of Actors:
    a. Strengthen Systems: Enhance the systems and technologies supporting population data integration.
    b. Regulations and Data Security: Address data security and coordinate continuously for monitoring and analysis.
    c. Legal Framework: Establish necessary legal frameworks for data sharing coordination.
    d. Awareness and Internalization: Promote and internalize the single population data policy at both central and regional government levels.

CONCLUSION

From the research on the implementation of the single population data policy at BPS and Dukcapil of the Ministry of Home Affairs, the following conclusions can be drawn:
1. The process of implementing the single population data policy between BPS and Dukcapil has started but is not yet optimal and requires a long process.
2. There are still discrepancies in population data before and after the issuance of Presidential Regulation No. 39 of 2019.
3. The Statistics Law No. 16 of 1997 designates BPS as the agency responsible for collecting and processing population statistical data for development needs, while Law No. 24 of 2013 mandates the Ministry of Home Affairs, through Dukcapil, as the provider of population data for planning purposes. Data collection is conducted through population registration and civil registration to manage population records and documents.
4. Based on the content of the policy, factors inhibiting the implementation of the single population data policy at BPS and Dukcapil include target group interests, type of benefit, and desired degree of change.
5. Based on the Context of Implementation, the policy has not been optimal due to inhibiting factors such as the extent of power, interests, and strategies of the actors involved.

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