

Implementation of Indonesia's One Data Policy In Gorontalo Province

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ABSTRACT

This study aims to identify and describe (1) the Implementation of Indonesia's One Data Policy in Gorontalo Province and (2) the elements that determine the success of the implementation of Indonesia's one data policy in the Gorontalo Provincial Government. This research is a qualitative research with a qualitative descriptive approach with data collection techniques through interviews, observation and documentation studies. The data analysis technique used is the Miles and Huberman analysis technique which includes Data Reduction, Data Presentation and Conclusion Drawing. The results of the study show that the implementation of Indonesia's One Data Policy in Gorontalo Province has not run optimally due to not optimal communication, resources that have not been utilized optimally, There are regulations at the regional level.

INTRODUCTION

1.1 Research Context

An accountable government can simply be interpreted as a government that is able to provide for the needs of its citizens in the form of adequate public facilities and services to improve the welfare of all components and elements of society. In the context of improving people's welfare, which is the nation's goal, it requires development planning that is well-measured and planned, because development is a process of changing towards and for a better condition through systematic efforts. A good and comprehensive planning process is an important point to ensure the success of development. Therefore, to be able to produce this ideal plan, each process must always be carried out with quality, valid and measurable databases and information. (Iurev, 2020).

Data is needed in development, because development starts with data and can produce data. Data can be used as a tool to analyze various development problems in the framework of formulating a policy, even in the process, data is needed in every development cycle, both from the planning, implementation and monitoring evaluation stages. All of these stages require and will generate data. Technocratic targets are built and formulated using data managed in such a way as to produce data for realistic targets. Development processes and stages require monitoring or control so that they stay on track, and vice versa to measure the success of a development product,

it is necessary to evaluate it. data is needed to see the condition of an area and to conduct an assessment or analysis of problems that occur in a particular area. So that the current development planning model requires better analytical skills and data usage to visualize a situation in an area(Ivanov & Gnevanov, 2018).

Iurev (2020:15) in a journal entitled *Role of Data in Urban Planning and Development* argues that the implementation of development requires careful decision making, and a mature decision is a decision that considers all aspects including the database. so that in the current era of data-based information and communication technology development, the decision-making process shifts towards a more systemic solution through information systems rather than relying solely on intuition and personal or group opinions. Digital transformation presents both opportunities and challenges for the government, especially in data-driven decision/policy making.

The implementation of government data governance to increase the value of data as a basis for policy making is one of the most important things in ensuring the government's success in realizing development targets in the present and in the future. What's more now, judging from various indicators of good governance, the government still has basic and complete problems related to public service accountability because the achievements of development indicators are still not optimal. This can be seen from several macro indicators of regional development which have not experienced a significant increase, for example the poverty rate, inequality and so on. Many experts have defined the notion of public administration. Caiden in Revida (2020:

Hughes in Revida (2020: 3) also defines public administration as an activity serving the public and/or public services in carrying out policies obtained from other parties. Excellent public service is the main focus in public administration in order to achieve good governance.

Caiden in Revida (2020: 4) provides the characteristics of public administration so that it can be distinguished from administration which is more technical in nature. The characteristics of public administration according to Caiden are (1) the presence or existence of public administration cannot be avoided, (2) public administration expects compliance, (3) public administration has priorities, (4) public administration has exceptions, (5) top management of administration public administration is difficult to measure, (7) more expectations are placed on public administration

Based on the administrative characteristics according to Caiden that public administration has priorities, it can be seen that public administration priorities are focused on public services. Thoha in Revida (2020: 4) provides limitations on the characteristics of public administration in services, including (1) Services provided are urgent, (2) services provided are monopoly or semi-monopoly in nature and (3) services to the community refer to regulations legislation.

From the various theories of public administration above, public administration in general is an action or procedure carried out in organizing and managing a social organization, both government and non-government organizations, to bring the organization to the expected goals. Public administration will be very related to resources, both human resources in it and other resources related to public services.

The paradigm of public administration has experienced a shift from time to time. Until now, there are known public administration paradigms, namely Old Public Administration (OPA), New Public Administration (NPA), New Public Management (NPM) and New Public Service (NPS).

a. Old Public Administration (OPA)

The Old Public Administration paradigm or public administration according to experts in Kadir (2020:91) lasted approximately 100 (one hundred) years from 1887-1987. Thoha in Kadir (2020: 92) explains the outline of how classical public administration works, namely (1) services provided to the community in this paradigm are services that are only provided by government agencies that have full authority in service, (2) Classical public administration is very close to politics, so that public policies are designed and implemented to achieve political goals, (3) the role of public administration is relatively small in the process of formulating government policies, (4) service to the community is fully borne by administrators. responsible for political office,

Hood in Kadir (2020: 93) also provides his views on several key elements in classical public administration which consist of a combination of rule of law, public obedience to rules, separation of administrative politics in a public organization, focus on aspects of budgeting which are carried out in stages or incremental, and the existence of the state's role in public services which is so dominating.

In the theory of the Old Public Administration (OPA) Paradigm presented above, the author can provide a view that the Old Public Administration (OPA) Paradigm is a classic policy concept applied by the government to regulate and administer the wheels of government that are more in favor of individual interests or groups rather than the public interest. Every decision and policy made seems very centralized, where in decision making the actors who are very influential and play an important role are those who are in a certain position in a tiered manner and prioritize the hierarchy without thinking about the interests of the people below them.

b. New Public Administration (NPA)

The emergence of the New Public Administration was described by George Frederickson (Alamsyah, 2016) triggered by several crises that occurred simultaneously such as the urban crisis related to sub-urbanization, the racial crisis which is still closely related to the urban crisis involving minority groups and the third is the energy crisis. The first and second crises caused the situation in urban areas to worsen with large numbers of unemployed people and very low social welfare, which had implications for public service institutions.

Frederickson revealed that the main idea of the NPA lies in the value of "social justice". Social justice in question is an expression related to several values that emphasize the equal rights of the community in receiving services provided by the government. Service to the community does not look at social status so that equal distribution of services can be carried out. Social justice also emphasizes meeting community needs rather than meeting government needs. Community needs must be met or prioritized first compared to government needs. The point is that fair treatment of society is the main focus in the NPA.

Based on the theory put forward, the NPA (New Public Administration) is a public administration governance that is very different from the OPA (Old Public Administration) concept. In practice, NPM is a governance that is more pro-community, where every decision and policy is taken based on suggestions and problems that occur in the community. The aim is to provide services in accordance with the social and economic conditions of the community regardless of the social background of the community itself.

c. New Public Management (NPM)

The emergence of New Public Management is also motivated by various crises that occurred in the United States as explained by Osborne and Gaebler in Alamsyah (2016: 182). Social crises

such as poverty, crime and health as well as crises that occur in the bureaucracy are the causes for the emergence of NPA. The bureaucratic system is considered to be too centralized with standardized services and tends to be slow in overcoming problems that exist in society

This paradigm is considered new because in order to improve the condition of the bureaucracy that is experiencing a crisis, this paradigm puts forward the values of efficiency, productivity and business in the public sector which is usually Profit Oriented or profit oriented. Entrepreneurial values will be incorporated into the bureaucratic environment to replace the existing values in the bureaucracy. NPM is considered as a solution that aims to improve the performance of public administration through the use of entrepreneurial concepts.

The essence of New Public Management in Widnyani (2017: 100) reads: "Everything that is not useful for citizens is a waste." This sentence reveals that administration is not the ultimate goal, and it only has one task, namely to provide services to the people who are entitled to it. . In several countries, what has been called a "citizen charta" (citizen charter) has been developed which summarizes what rights citizens have as taxpayers to the state. This means that citizens are no longer seen as servants, but as customers who, because of the taxes they pay, have the right to a certain amount of service and a certain quality.

In the theory stated above, it can be concluded that NPM is a concept that was born as a result of the failure of NPA implementation at that time. NPM is a public administration concept that focuses more on the quality of bureaucratic/organizational services so that it is truly oriented towards solving problems that arise in the socio-economic situation of the community. The quality, efficiency and effectiveness of a public service organization is highly prioritized.

d. New Public Service (NPS)

2.1.1 The substance of The New Public Services (NPS), according to Dendhart in Wance (2020:24), presents a series of ideals and related practices that emphasize norms in the implementation of public administration. The NPS emphasizes that the norms that apply in the community remain the main reference in the implementation of service delivery for the community.

2.1.2 Public policy

Public policy is a key tool used by the government to improve development in an area in order to improve people's welfare. Public policy is very comprehensive, because it is able to touch all aspects of people's lives from various fields. A policy made by the government can certainly encourage the community to continue to develop and can improve the quality of life which has an impact on increasing people's loyalty to the government because it assesses that the government plays an active role and is present in the midst of society to overcome existing problems.

One of the most popular definitions of public policy is that ever expressed by Dye in Mius, et al. (2019) that public policy is "whatever government chooses to do or not to do" which means that public policy is something the government chooses to do or not do. The government as the power holder has the authority to make or not to make a policy in overcoming a problem that exists in society

Ruiz in Sendjaja, et al. (2015) describes that the minimum elements that must exist in a policy in general are (1) Policy Objectives (Purpose Statement) which contains a statement regarding the objectives of an organization issuing a policy and the impact of the policy according to organizational expectations, (2) Policy Scope (Scope Statements) which list the parties who are targeted and affected by the policy, (3) The effective date of a policy (Effective Date) is the time

when the policy is enacted, (4) The responsible party (Responsible Section) is the party that will be responsible responsible in policy, (5) Policy Statement (Policy Statement) is a statement from policy makers regarding the relationship of policy with other policies.

RESEARCH METHODS

This research was conducted at the Gorontalo Province Regional Development Research Planning Agency (Bappppeda) and the Gorontalo Province Communication, Informatics and Statistics Service because the focus and sub-focus of the research relates to how the model for the Implementation of Indonesia's One Data Policy in Gorontalo Province. The approach used by researchers is to use a qualitative approach. According to Anggito and Setiawan (2018: 8): "Qualitative research is collecting data in a natural setting with the intention of interpreting the phenomena that occur where the researcher is the key instrument".

Naderifar (2017: 1) defines that "Qualitative research is an organized method of describing people's experiences and internal feelings (1). It can be said that qualitative research provides a thorough and deep overview of a phenomenon through data collection and presents a rich description using a flexible method of research. In this method, qualitative information, which is gathered in the form of non-numerical data, is presented".

DISCUSSION

4.3.1 Indonesia's One Data Policy Implementation Model

As explained in the previous paragraph, and based on the opinion of experts, the success of any policy made will be largely determined by implementation factors. It's the same with Indonesia's one data policy which has been mandated by Presidential Regulation No. 39 of 2019 regarding one Indonesian data. Based on this, the aspects that influence the implementation of Indonesia's one data policy can be described as in the table below:

Table. 4.15

Analysis of Aspects Influencing Policy Implementation

One Indonesian Data

No	Assessment Aspects	Research Findings			
		Plus		minus	
		Findings	Impact	Findings	Impact
1	Communication	Communication is carried out both formally and informally	Policy-related implications can be identified	Not maximally implemented	The substance of the policy is not conveyed in full/detail,
2	Resource	Adequate resources	Duties and responsibilities accomplished	Not implemented properly	Outputs and outcomes do not yet reflect the success of policy implementation

No	Assessment Aspects	Research Findings			
		Plus		minus	
		Findings	Impact	Findings	Impact
					n
3	Disposition	-	-	Sectoral ego	Programs and activities are not integrated as expected
4	Bureaucratic Structure	There are regulations at the regional level	Not optimal	Institutions have not run as expected	Sectoral ego

Based on the research findings in the table above, it can be analyzed the positive and negative aspects of the aspects that influence the implementation of the One Data Indonesia policy in Gorontalo Province which are divided based on 4 (four) aspects, namely aspects of Communication/Coordination, Resources, Disposition and Structure Bureaucracy.

A. Communication

Regarding the communication aspect of the Gorontalo Provincial Government through the relevant OPD, both the Gorontalo Provincial Bappppeda as the Coordinator of the One Data Forum and the Gorontalo Province Communication and Information and Statistics Service as the Data Guardian have carried out outreach regarding the legal basis for implementing Indonesia's one data policy through several outreach activities, both formal and informal. However, this has not had a significant impact on the implementation of Indonesia's one data policy in Gorontalo Province. Based on these findings, it is necessary to implement an effective communication strategy in order to build a shared paradigm and commitment both at the level of policy makers and at the level of technical staff/implementers.

If seen from 3 (three) indicators that can measure the success of variables or aspects of communication based on the results of observations made by researchers:

1) Transmission or distribution of communications. Against this indicator the Provincial Government through the responsible OPD in this case Bappppeda and the Office of Communication and Information has facilitated the implementation of socialization with the intent and purpose of transferring information to implementers. However, in reality the socialization that has been carried out has not been able to have an impact on understanding the implementation of Indonesia's one data policy at the Gorontalo Province level. On the other hand, knowledge or messages received during socialization are not reported to superiors.

2) Clarity or clarity of information received. Against this indicator the message/communication in the implementation of socialization has been well conveyed considering that the speakers presented are those who are competent in their fields.

3) Consistency or the intended command must be consistent so that it can be implemented quickly. Against this indicator, the executors did not appear to be consistent with the socialization messages conveyed. This was influenced by the first, the participants who were

present at the socialization were generally staff delegated by their leaders who incidentally did not have the appropriate capacity and authority, especially when the messages or material conveyed during the socialization were not reported to the leadership.

B. Resource

Resources are important in implementing a policy. Based on the results of the analysis in the list of tables above and based on the results of interviews and observations carried out by the authors, it shows that human resources are sufficient, but it is necessary to expand the implementation by involving the Village and Kelurahan Governments. The urgency of involving the village and sub-district governments is to ensure the validity and up-to-date data which is the sector's need, in this case the OPD. Data producers who have so far relied on OPD, have also contributed to the problem of data differences and overlap. If this does not receive serious attention, it will be increasingly difficult to implement one Indonesian data as expected. Data problems will never be solved.

On the budget side, it is necessary to increase the budget allocation to accommodate several needs in supporting the successful implementation of one data for Indonesia. Among them is operational support which is considered not optimal, especially for the Bappeda agency as the Coordinator of the SDI Forum in the region. another thing is the construction of the One Regional Data Portal which has not been realized so far. the one data portal will assist local governments in realizing data interoperability, where all information systems and applications created and run by each manager in each OPD will be integrated and interconnected, so that it will make it easier for users to share sector data according to their individual needs respectively.

If viewed from the four elements of resources in the implementation of the Indonesian One Data Policy in accordance with Presidential Regulation Number 39 of 2019 concerning Indonesia's One Data in the province of Gorontalo, it can be described as follows:

- 1) Staffthe ability and capacity of a policy implementer greatly influences the achievement of the intent of implementing a policy, because many failed policies are caused by inadequate or incompetent implementing abilities. In this regard, human resources, especially staff in the ranks of the Provincial Government of Gorontalo, especially the executors in charge of the affairs referred to, according to the results of observations through interviews and in-depth in-depth examinations carried out by researchers, the implementing staff in question can be said to have had measure of capacity and expertise, bearing in mind that the human resources referred to have been formed before Presidential Decree 39 was issued in 2019, especially for those who are members ofDecree of the Governor of Gorontalo Number 83/17/II/2022 concerning Persons in Charge of Sector Data (Sector Data Trustees) in Regional Level Organizations in Gorontalo Province. However, what needs to be of concern are the secretaries who are members of the Supporting Data Guardian Team in accordance with Governor's Decree Number 482/28/XII/2021 concerning Determination of Implementation of One Indonesian Data in Gorontalo Province. The said decision letter has the impression that it has not been socialized properly, considering that most of them were not aware of the existence of the said decree when it was confirmed. Regarding other human resources, it is possible to expand to the village and kelurahan levels, as stated by several informants. Considering all the programs and socio-economic conditions in the village, those at the village and kelurahan government levels know better and understand more. The program, which was temporarily initiated by the Gorontalo provincial development planning agency, is believed to be able to quickly realize one Indonesian data through Gorontalo One

Sustainable Village and Kelurahan-Based Data. Where to take advantage of the village with all the resources currently owned to be able to become a data producer.

2) Where information regarding information related to the implementation method or method of implementing the policy. Related to this, researchers see that each OPD has not been able to realize effective collaboration to achieve one data governance. Even though each OPD already knows the policy in question, the way it is interpreted varies from one to another. For example regarding how to meet supporting facilities and infrastructure in the development of one data, MR conveyed the need for PPID facilities in supporting the implementation of one data for Indonesia. Meanwhile, BS conveyed that infrastructure needs which are resources in supporting the implementation of one data are a one data portal system that should be built and provided by the OPD in charge of affairs.

3) Authority. This indicator of success is measured by the capacity of an executor in carrying out his duties and functions. So that researchers in the results of observations made can provide an illustration that legally, each level of agency has its own authority according to workload. Bappppeda as an institution in the field of planning, or the Ministry of Communication and Informatics as data custodian according to the mandate of Presidential Decree 39 of 2019. Each of these capacities and authorities should be able to collaborate with each other, but in reality they are still not optimal in supporting one another. Each OPD is preoccupied with its own routine. Not to mention the problem of sectoral ego which is also quite dominating. So that a leader's role is needed, in this case the leadership above it to regulate and manage the intended authority in order to achieve common goals. The implementation of one Indonesian data cannot be carried out separately, but together with the concept of mutual cooperation and integration.

4) Facilities or infrastructure. According to observations made by each OPD across provinces, it is sufficient, but it needs support and additional funding allocations. Particularly related to the plan to build a Gorontalo one data portal in the regions. Without a one data portal, the implementation of one data through a data sharing mechanism between the central and regional governments will be difficult to materialize. Besides that, it is also necessary to allocate cooperation between the provincial government and AWS or *Amazon's* Web Services is the most comprehensive and widely used cloud platform in the world and also offers more than 200 superior services from a comprehensive range of data centers globally.

C. Disposition

In the aspect of the disposition or attitude of the executor, the author tries to break down the problem based on the results of observations and research conducted, that the executor's attitude tends not to reflect partisanship and loyalty in implementing Indonesia's one data policy. This is due to the existence of a sectoral ego that is still quite strong and the regulations that serve as a reference for overlapping one another. For example, as is currently happening, updating data is carried out by 2 (two) Ministries/Institutions at once, where the Ministry of Coordinating Ministry for PMK as the P3KE data task force (Targeting Data on the Acceleration of Extreme Poverty Elimination) and Reksosek (Social Economic Registration) activities carried out by Central BPS. The two data collection models above are the same activities and activities, namely updating data which is carried out by trained personnel by visiting target households in their respective homes, using different indicators and variables with the aim of developing one up-to-date data to be utilized in the development planning process as well as intervention throughout the program in order to achieve the expected targets. This of course causes anxiety and doubt by the regional

government as the implementer of the policy. In terms of utilization, the central government asked local governments to get involved and support the two processes in question.

In addition, the regional government of Gorontalo Province is seen as slow in responding to Indonesia's one data policy. The Presidential Regulation governing HR was issued in 2019, and was followed up by the Provincial Government through Governor of Gorontalo Regulation Number 16 concerning One Provincial Indonesian Data which will be published in 2022. There is a considerable difference of approximately 3 (three) lengths.

On the other hand, the disposition regarding the implementation of the tasks and functions contained in Presidential Decree 39 of 2019 starting from data collection, data planning, data checking and data dissemination has not been carried out optimally. This shows that the disposition factor has not been carried out seriously according to the Presidential Decree. Based on the results of the research carried out by the author, the implementation of one data governance is still limited to data collection which is then carried out by input activities on applications that have been provided by the Ministry of Communication and Informatics as the data custodian in the region.

D. Bureaucratic Structure

In this aspect there are three things that become the point of discussion, the first is institutional, the second is the Standard Operating Procedure (SPO) and the third is the delegation of authority. In general, there has been an explicit emphasis on several articles in Presidential Regulation 39 of 2019 concerning HR, but these institutions have not worked optimally, in this case the SDI Forum at the Regional Level. Regarding the SOP which is a reference for every implementer both at the level of policy makers and technical implementers in the field, so far and according to the results of observations and interviews conducted by researchers, this is not in accordance with what has been regulated in the regulations or laws that apply in this matter Presidential Regulation 39 concerning One Indonesian Data. As with the aspect of delegation of authority,

Based on the explanation above, it is necessary to strengthen and raise commitment by stakeholders. By empowering existing resources, both from an institutional aspect and SOPs in supporting the implementation of Indonesia's one data policy in Gorontalo Province, including by involving the Regency/City Regional Government by empowering all levels of Village Government and Kelurahan Government in supporting and carrying out their functions and roles as Data Producers. in time it will be used by every OPD across sectors.

CONCLUSION

The existence of Republic of Indonesia Presidential Regulation Number 39 of 2019 concerning One Indonesian Data should be a legal basis for all Agencies and Institutions both at the central and regional levels in improving effective and efficient data governance so as to produce quality data, whose accuracy is guaranteed, updates are carried out consistently, and can be shared by all interested parties. However, in reality and in accordance with the results of research conducted by the author regarding the implementation of Indonesia's one data policy in Gorontalo Province, it can be concluded as follows:

1. The implementation of Indonesia's One Data Policy at the Regional Government of Gorontalo Province has not run optimally. Some of the contributing factors include:

Communication/coordination that has not been effectively implemented, both in the form of outreach to all implementing parties, as well as coordination that has not been implemented

optimally. In fact, if viewed from the side of the resources of the Provincial Government of Gorontalo, it is quite adequate with the existence of trained and competent human resources and supported by facilities and infrastructure that support the implementation of tasks and functions, it should be able to facilitate the implementation of policies in the region.

In addition, if viewed from the institutional structure of the bureaucracy and disposition, the executors who are in charge of affairs appear to be more dominantly running independently and do not show any integration and collaboration to carry out Indonesia's one data policy which is mandated by Presidential Decree 39 of 2019. The institutions that have been formed have not been able to carry out its function properly. This is due to the existence of sectoral ego traits that cannot be avoided. The nature of sectoral ego itself arises because of regulations that go down to the regions

through agency policies of ministries Institutions that are considered at odds with the objectives of the one data governance policy.

Several efforts have been made by the Provincial Government of Gorontalo, including by issuing a derivative regulation of Presidential Decree No. 39 of 2019 including Regulation of the Governor of Gorontalo Number 16 of 2022 concerning Provincial SDI and Decree of the Governor of Gorontalo number 428/28/XII/2021 concerning Determination of Implementation of One Indonesian Data. However, apart from being considered slow in responding to central policies, these two regulations also have not been implemented optimally.

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