Systematic Literature Review: Opportunities and Challenges of One Data Indonesia Implementation in the Regions

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Abstract: *The implementation of the One Data Indonesia policy at the regional level faces various opportunities and challenges that need to be identified to support its success. This study aims to analyze the factors that influence the implementation of One Data Indonesia in the regions, including opportunities for improving transparency and collaboration, as well as challenges such as resource constraints and resistance to change. The method used is a systematic literature review with a PICOS approach (Population: local government; Intervention: implementation of One Data; Comparison: regions that have implemented it well and compared with regions that are still in the early stages of implementation; Outcome: opportunities and challenges faced by each region; Study Design: empirical study. The research findings indicate that the main challenges in implementing Satu Data Indonesia in regions lie in limited infrastructure and human resource capacity. Many regions, especially in remote areas, face difficulties in accessing adequate information technology and lack skills in data management and analysis. One opportunity that must be fully utilized is the momentum of digital transformation acceleration, as SDI can be one of the solutions in implementing existing digital transformation policies*.

Keywords: *One Data Indonesian; Implementation; Opportunities and Challenges*.

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Introduction

Digital transformation presents opportunities and challenges for the Government of Indonesia, especially in data-driven policy making. The implementation of government data governance to increase the value of data as a basis for policy making is contained in the national action plan for open government in Indonesia. The action plan includes information disclosure, data management, public participation, and public service delivery. The growing volume of data from various sources causes data inconsistencies that need to be identified and addressed so that decisions are made based on correct and reliable data (Islami, 2021) . Data is not only represented in the form of numbers. The opinion of an expert can also be said to be data, the condition is that the opinion is recorded / recorded. The recording / record can be in the form of writing, sound, video, or other forms.

The existence of data is an important thing that is increasingly being sought by various parties, especially the government in the context of implementing open government. In 2011, the Indonesian government along with the heads of state of Brazil, Mexico, Norway, the Philippines, South Africa, the United Kingdom, and the United States initiated *The Open Government Partnership (OGP).* OGP is a multinational commitment that promotes transparency, accountability, and reliable governance by optimising participation and collaboration in the policy-making process (Soegiono, 2018) . The follow-up step to the commitment was realised in the launch of Indonesia's pilot project open data portal called Satu Data Indonesia through the website address www.data.go.id. Through open data, it is expected to create a knowledge bank development where government and non-government can strengthen their knowledge capacity to not only be more informed but also make an evidence-based policy in sustainable development.

Digital transformation presents opportunities and challenges for the Government of Indonesia, especially in data-driven policy making. With Satu Data Indonesia, it is expected that all public data can be managed effectively and efficiently, strengthening public participation in government processes (Divantika & Mutiarin, 2023) . The implementation of government data governance to increase the value of data as a basis for policy making is contained in the 2018-2020 national action plan for *Open Government* Indonesia, with one of its initiatives being Satu Data Indonesia (SDI).

Satu Data Indonesia (SDI) is a manifestation of the Indonesian government's efforts to provide quality data, namely credible, accountable, and up-to-date data by building a database that is used as a reference for every public policy making and implementation (Maulidya & Rozikin, 2022) . SDI is a government data governance policy that aims to create quality, easily accessible, and shareable data between central and regional agencies. The One Data Indonesia policy was created to organise data generated by each agency that collects, records and reports public data. This policy is contained in Presidential Regulation no. 39 of 2019 on One Data Indonesia. The regulation states that to realise the integration of development planning, implementation, evaluation, and control, accurate, up-to-date, integrated, accountable, easily accessible and shared, and carefully managed, integrated, and sustainable data is needed. All government data and data from other related agencies will lead to the One Data Indonesia portal, which has been released since 2014.

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The One Data Indonesia policy, better known as SDI, is present to answer various problems in government data governance. Each agency, both central and regional, has a role in the implementation of SDI, namely as a data coach, data warden, and data producer. Agencies that serve as data coaches are central agencies that are given the authority to carry out guidance related to data or regional agencies that are given the authority to carry out guidance related to data. Effective collaboration between central and regional agencies is essential to achieve the goal of One Data Indonesia and improve the quality of data management across the region (Sitanggang & Sampurna, 2023)

Presidential Regulation No. 39 of 2019 also regulates the principles of Satu Data Indonesia that must be fulfilled by every Data Producer, among others:

1) Must fulfil data standards in terms of concepts, definitions, measures, classifications, and data units.

2) It must have metadata that follows a standardised structure and format so that the data is easier to understand, find, use and manage.

3) Must fulfil Data Interoperability rules. Data interoperability is the ability of data to be exchanged or shared between interacting systems.

4) Must use master data and or reference codes. Master Data and or Reference Code, is a sign that states a reference to the identity of data and data that represents objects in government business processes that are determined to be used.
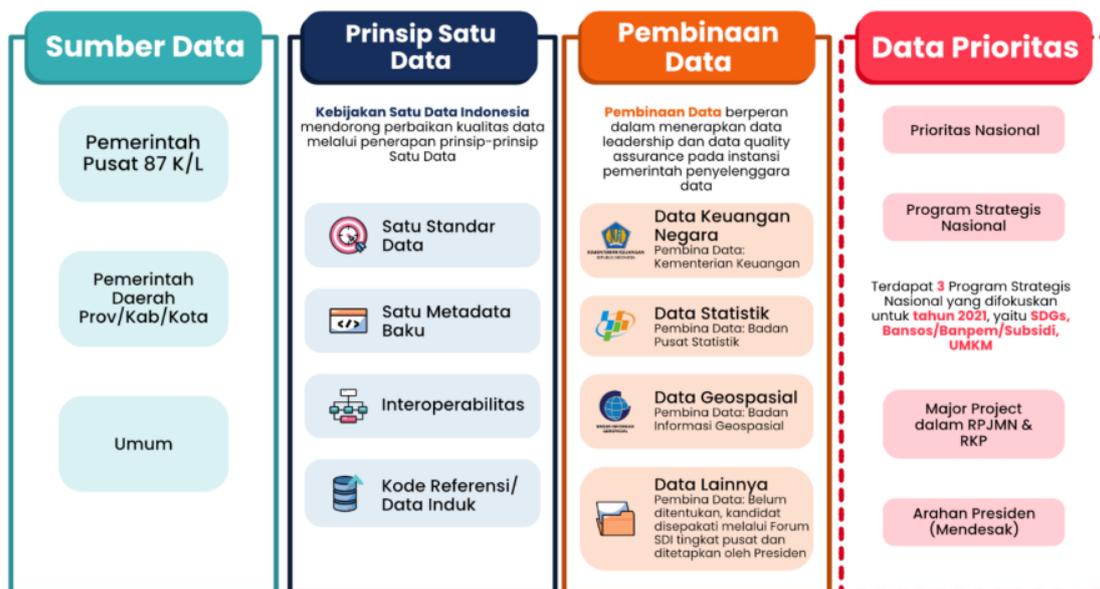
Gambar. 1. Kerangka Prinsip dan Pembinaan Satu Data Indonesia

The current condition of the Presidential Regulation on SDI, which was passed in 2019, of course still cannot be fully implemented. Many challenges and obstacles accompany the needs and opportunities for SDI implementation, ranging from legal aspects to technological and human resource aspects (Sumantoro & Suwardi, 2019) . Nevertheless, almost all ministries, institutions, and local governments have begun to implement SDI. Not only in Indonesia, the *implementation of Open Government Data (OGD)* in various countries has also experienced various challenges. The use of open data should not only be limited to the internal scope between agencies, but also needs to be extended to the general public. Challenges or obstacles to the implementation of OGD in the context of SDI need to be identified.

Comparing with Denmark, the challenges include difficulty in seeing the value of data, sectoral ego between departments, distrust of data, lack of collaboration between organisations, different levels of data maturity between departments, and low leadership support for data management policies (Nielsen, Persson, & Madsen, 2019) . Another study also found that technological factors are not the determinants of the success of *open data portal* service capability development. The main determinant is intensity of open data policy and open data portal investment, both political/institutional (Chatfield & Reddick, 2017) .

On the other hand, in the OGD success model, the success of open data management is determined by data quality, web quality,

service quality, social media quality, and collaborative data utilisation, among others. Data user satisfaction is measured by public value, namely efficiency, transparency, *engagement*, collaboration, and trust. Therefore, data is one of the supporting factors in the running of the Electronic-Based Government System (SPBE) both at the central and even regional levels (Amri, Adianto, & As'ari, 2022) . In order to realise the quality of governance that is effective, efficient, transparent, and accountable as well as quality, the Regional Government can carry out innovative policies based on SPBE with the use of data as one of the key factors.

Within district/municipal governments, the level of difficulty of SDI implementation is different from ministries/institutions (K/L). In the district/city government, concurrent affairs consist of many areas of government affairs. Each field is unique and always connected to the central government. This can be an opportunity and threat for the implementation of SDI at the district/city level.

Research Methods

Indonesia's One Data Policy is an initiative that aims to integrate, present, and utilise data effectively and efficiently to support decision-making. In this context, research using the systematic literature review (SLR) method was conducted to understand the existing thinking in the literature related to this policy, critically analyse existing findings, and identify gaps and

opportunities for future research (Hadi, Tjahjono, & Palupi, 2020) . Through the SLR approach, this research can thoroughly explore various aspects related to the implementation and impact of the One Data Indonesia policy.

The research process began with defining clear and specific research questions. The proposed question is: "How has Indonesia's One Data policy been implemented and what are the challenges and benefits in the context of government and society?" This question will guide the literature search and analysis of relevant data.

In developing the research protocol, the steps taken include:

1. **Inclusion and Exclusion Criteria**: Define the criteria that will be used to select relevant literature, such as publications obtained from Google Scholar within the time span of 2019 to 2023, with a focus on articles that discuss Indonesia's One Data policy, either in the context of policy analysis, implementation, or evaluation.

2. **Database Search**: Use Google Scholar as the primary source for literature searches, accompanied by systematic recording of search results.

A literature search was conducted using keywords such as "Satu Data Indonesia", "Implementation", "Local Government and "Opportunities and Challenges". The initial search results on Google Scholar provided a number of articles, which were relevant to the topic under study. The author limited the publication years to 2019-2023, based on the recent official issuance of Presidential Regulation No. 39/2019 on Satu Data Indonesia (SDI) . The search was conducted by browsing titles, abstracts, and, if necessary, reading the full article to evaluate the relevance and quality of the writing.

After collecting the articles from the search results, a screening process was conducted based on the established inclusion and exclusion criteria. Studies that did not meet methodological quality standards or were not directly related to the One Data policy were excluded from the analysis. Next, each selected article was evaluated using criteria such as validity, reliability, and relevance of findings using appropriate assessment tools.

After obtaining a list of relevant literature, data from each selected study was extracted and analysed. The synthesis process was carried out by grouping the findings based on existing themes, such as one data policy, opportunities and challenges, human resource capacity, implementation process, and impact on society. Through this analysis, the research found patterns that indicate the main challenges in implementing Indonesia's One Data policy and its effectiveness in improving transparency and public accountability.

The results of this systematic literature review are organised in a systematic presentation format, which presents a summary of the main findings, a discussion of the implications of the results for policy development, and recommendations for future research. Report writing followed guidelines in accordance with journal publication standards, such as PRISMA (Preferred Reporting Items for Systematic Reviews and Meta-Analyses), to ensure that this study met high quality and transparency criteria. For more details, please see chart 1 below:

**Stages in the literature search**
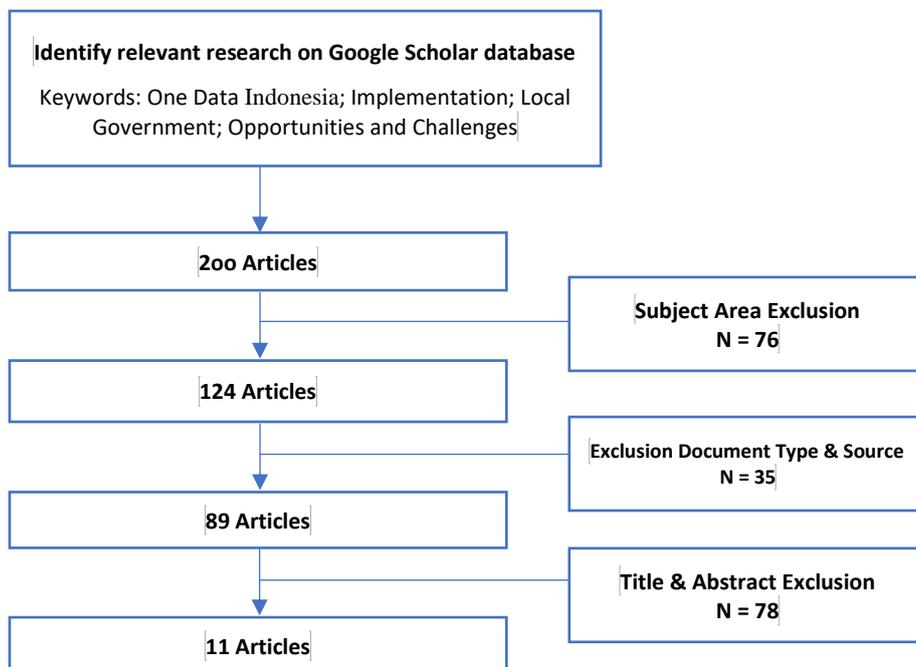
Research Results

In an era of increasing digitalisation, effective and transformative data management is crucial in supporting decision-making in government. The One Data Indonesia policy was launched as a strategic initiative to unify and integrate various government data sources to realise transparency, accountability, and efficiency in public services. The implementation of this policy is expected to overcome the problem of information processing and distribution that is often hampered by data silos between institutions. However, despite the high hopes for this policy, the challenges faced in its implementation at the local level are often complex and diverse, covering technical, institutional, and human resource issues.

After the existence of Presidential Regulation number 39 of 2019 concerning Satu Data Indonesia (SDI), it is necessary to monitor how the implementation is carried out related to One Data in Indonesia, focusing on the implementation in the regions. This is very important as a form of evaluation so far that has been carried out regarding the opportunities and challenges faced in each region.

Each region has different problems in implementing one data in the region. Several studies have been conducted on how to implement one data in Indonesia from the perspective of existing opportunities and challenges. Some of the research that has been published can be seen in digram 1 below:

Number of Publications with the theme "Satu Data Indonesia" per year
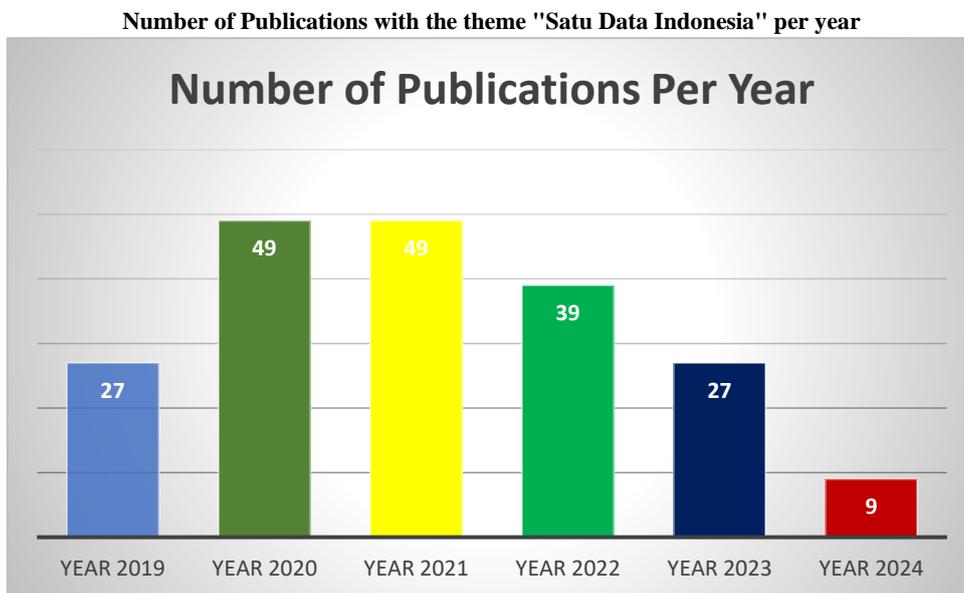
Source: Data processed by researchers, 2025

Based on diagram 1 above, it can be seen that there is an increase in research results conducted by researchers, academics and also practitioners who study the theme of "One Data Indonesia". From 2019-2024 there were a total of 200 articles discussing this theme. The peak was seen in 2020 and 2021, which reached 49 research results published on Google Scholar. This is because after the implementation of the regulation on One Data Indonesia, many have conducted research that looks at it from various perspectives. Starting from the implementation model, evaluation, opportunities and challenges as well as the readiness of existing local governments to implement the policy.

In 2022-2024 there was a decrease that discussed the study of one data Indonesia. The details are that in 2022 there were 39 publication articles, in 2023 there were 27 publication articles, and in 2024 there were 9 publication articles. The decline in the number of publications was accompanied by a decrease in the condition of covid-19. It turns out that it can be seen that the study of one Indonesian data is very attractive and reliable during the covid-19 pandemic.

Next is to look at the results of the VOSViewer analysis which sees the relationship between one research and another, then it can be seen in Figure 2 as follows:
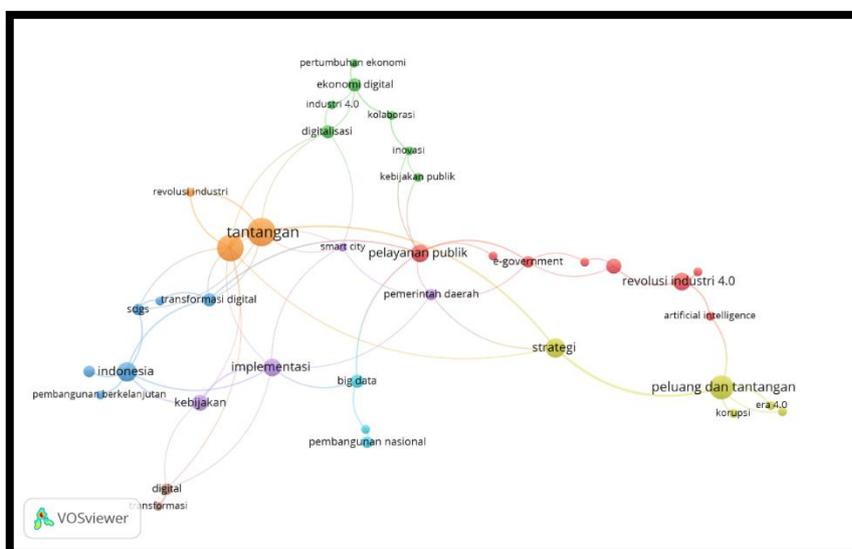
Figure 2. Network Visualisation

Figure 2 above shows that the more research and events, the larger the node size. The net line between one node and another node is a connection between two or more. There are 40 items divided into clusters consisting of:

1. Cluster 1 is coloured Orange with 3 items consisting of Challenge, Revolution and Industry.

2. Cluster 2 in red colour has 4 items consisting of public services, E-Government, Industrial Revolution 4.0, Artificial intelligence, government.

3. Cluster 3 is coloured dark blue with 4 items, consisting of digital transformation, SDGs, Indonesia, Sustainable development.

4. Cluster 4 is coloured light blue with 2 items consisting of Big Data, National Development.

5. Cluster 5 is coloured purple with 4 items consisting of Local government, Implementation, policy, smart city.

6. Cluster 6 is coloured yellow with 4 items consisting of corruption, opportunities and challenges, corruption, era 4.0

Cluster 7 in green has 4 items consisting of economic growth, digital economy, industry 4.0, Digitalisation, Collaboration, Innovation, Public Policy.

Discussion

The implementation of Satu Data Indonesia (SDI) at the local level presents a significant opportunity to improve transparent and evidence-based governance. Studies show that data integration between sectors through the SDI can reduce data fragmentation and duplication, such as in the social assistance (bansos) programme in East Java, where data synchronisation between the Ministry of Social Affairs, Ministry of Home Affairs, and local government improved beneficiary accuracy by 25%. In addition, SDI encourages multi-stakeholder collaboration by involving academia, the private sector, and civil society in data management, as seen in the preparation of a data-driven RPJMD in Bali. However, these opportunities are often hampered by the technical capacity gap between developed and underdeveloped regions, where 60% of districts in Eastern Indonesia do not yet have adequate data infrastructure (BPS, 2023).

On the other hand, the main challenges of SDI implementation in the regions stem from regulatory and institutional aspects. The research revealed that 70% of regions have not harmonised their local regulations with Presidential Regulation No. 39/2019 on SDI, resulting in overlapping authorities. For example, in West Sumatra, the Health Office and Social Affairs Office still use different metadata standards for stunting data, hampering consolidation. Another challenge is bureaucratic resistance due to a siloed work culture and reliance on manual systems, such as paper-based financial reports in NTT that make integration with the SDI platform difficult. The case study in South Sulawesi also found that the lack of incentives for SDI pioneering ASNs reduces motivation for innovation.

To optimise SDI, the literature recommends a phased approach that prioritises high-readiness areas as pilot projects, while strengthening technical assistance for lagging areas. Successful examples such as Bandung City show that collaboration with universities in HR training and adoption of *cloud computing* technology can accelerate data interoperability. In addition, a clear incentive-disincentive mechanism is needed, for example by linking DAU allocations to progress in SDI implementation. This finding is in line with the theory of *institutional isomorphism* (DiMaggio & Powell, 1983) which emphasises the pressure of regulations and norms to create convergence of practices between regions.

There are several opportunities that can be utilised by local governments in implementing One Data Indonesia in the regions, including:

1. Accelerating Government Digital Transformation. SDI can be the backbone of *smart government* with real-time data integration from all sectors (e.g. integration of Dukcapil population data with health data for stunting programme).

2. Strengthening Governance and Public Accountability. SDI enables transparent tracking of government programme performance (e.g. *real-time tracking of* village funds or infrastructure projects).

In addition to opportunities, there are also challenges that will be faced later by local governments regarding the implementation of Satu Data Indonesia at the local level, including:

1. Data Security and Privacy. The risk of *cyber threats* increases with the integration of sensitive data (e.g. health and financial data).

2. Limited Budget and Expert Human Resources. The Ministry of Finance's analysis shows that only 15% of regional budgets are allocated to strengthen data infrastructure.

3. **Disparate Regional Capacity. Based on BPS Data (2023):** Only 35% of districts/cities outside Java have tier-3 *data centres*, while 82% of regions in Java are already digitalised.

The need for digital literacy in the public sector is clear, yet civil servants often do not meet the required standards, highlighting the urgent need for skills development (Pratama, et al., 2024). The establishment of pilot projects in selected regions can be a valuable strategy to test and refine the One Data Indonesia framework prior to national implementation. These pilot projects can provide valuable insights into the specific challenges and opportunities faced by different regions, allowing policymakers to tailor the initiative to the local context. In addition, encouraging collaboration and knowledge sharing between regions can accelerate the adoption of best practices and promote a sense of shared ownership of the One Data Indonesia initiative. Investment in intensive training programmes for health workers and IT staff is essential to ensure effective management of the new system (Sitompul, et al., 2019). In addition, the creation of user-friendly dashboards can help local officials monitor the situation and make informed decisions based on data insights.

Overcoming challenges related to systems, limited digital infrastructure, and security issues is critical to One Data Indonesia's success in the regions. Integrating data from diverse systems, many of which are outdated and incompatible, requires significant technical expertise and adequate resources (Mariyah, 2014) . In addition, ensuring the security and privacy of sensitive data is a top priority, which requires the implementation of robust cybersecurity measures and compliance with data protection regulations. Finally, building a culture of data sharing and collaboration between government agencies, private sector organisations and research institutions is essential to maximise the value of One Data Indonesia

and drive innovation in public services. Indonesia is actively pursuing digital transformation through a comprehensive strategy, including regulatory alignment, human resource development, and strategic partnerships (Kurniawan & Arti, 2020) . Government Regulation No. 95/2018 requires the implementation of e-government systems, which are evaluated every two years using the E-Government Development Index (Saifullah, et al., 2019). However, Indonesia's Technology, Information and Communication Development Index is still below the standard (Mindarti, et al., 2020). Therefore, standardised data exchange formats and protocols are essential to ensure interoperability between different systems and platforms.

To accelerate the adoption of One Data Indonesia in the regions, the central government can provide financial and technical assistance to local governments. This could include grants, training programmes, and access to shared data platforms and tools (Herdiyanti, et al., 2019). In addition, the central government can facilitate knowledge exchange and collaboration between regions by establishing communities of practice and organising regular workshops and conferences. This kind of collaborative environment is essential to foster innovation and facilitate the exchange of insights and best practices. By empowering local governments to take over responsibility for One Data Indonesia, the central government can ensure that the initiative is tailored to each region's specific needs and priorities, thereby maximising its impact on public services and economic development.

Several challenges must be overcome to ensure the successful implementation of One Data Indonesia in the regions. One of the main challenges is the lack of data literacy and technical capacity among government officials. Many local government officials lack the necessary skills and knowledge to effectively collect, analyse and interpret data (Arman, et al., 2015). This can lead to data quality issues and hinder the effective use of data in decision-making. In addition to technical challenges, cultural and organisational barriers can also hinder the implementation of One Data Indonesia. Overcoming these challenges requires a concerted effort to improve data literacy and technical capacity among government officials, while also addressing cultural and organisational barriers to data sharing and collaboration. The ability of citizens across Indonesia to respond to online public service facilities is hampered by information technology literacy skills. Nonetheless, the ability of government agencies to provide online-based services is sufficient, even down to the availability of specialised applications for smartphones (Hasan, et al., 2019). The absence of reliable infrastructure, including internet connectivity and data storage facilities, is a major obstacle, especially in remote and underserved areas. Addressing the digital divide and ensuring equitable access to technology is essential for One Data Indonesia's success in the regions (Lestaria & Sunarto, 2019) .

Given these opportunities and challenges, a strategic and phased approach is essential for the implementation of One Data Indonesia in the regions. This involves forming partnerships with local universities, research institutions, and the private sector to utilise their expertise and resources. Local governments should prioritise investment in data infrastructure, including internet connectivity, data storage facilities, and data analytics tools. Digital transformation is not just about adopting new technologies; it requires fundamental changes in mindsets, processes and organisational culture.

Non-coordination between different government agencies and departments can lead to fragmented data and duplication of efforts, which hinders effective use of data for decision-making (Putra, et al., 2019). Many government agencies are reluctant to share data with other agencies due to concerns about data security, privacy and confidentiality. The isolated management method of data has many consequences in data management, and there is also a lack of coordination between big data management and information management in practice (Zhenqi, 2021) .

Conclusions

The opportunities and challenges of One Data Indonesia implementation in the regions have a very strategic dimension in strengthening governance and public services. One of the main opportunities found in this research is the increased efficiency in data management at the regional level, which can accelerate the process of evidence-based decision-making. With an integrated data system, coordination between government agencies will be easier, as well as reducing data inconsistencies. In addition, the use of Satu Data Indonesia also opens up opportunities to increase transparency, accountability, and public participation in the regional development process, as accurate and publicly accessible data will support more targeted policy making.

However, the main challenge in implementing One Data Indonesia in the regions lies in the limited infrastructure and human resource capacity. Many regions, especially in remote areas, face difficulties in accessing adequate information technology as well as a lack of skills in data management and analysis. In addition, resistance to change and suboptimal synergy between government agencies are also significant obstacles. Therefore, further efforts are needed in strengthening human resource capacity, improving technological infrastructure, and increasing collaboration between relevant parties to overcome these challenges and ensure the successful implementation of Satu Data Indonesia at the regional level.

In addition to the challenges that must be faced, the reality in the field is that there are also opportunities that must be utilised by local governments. one form of opportunity that really must be utilised is the spirit of accelerating digital transformation, SDI can be one of the solutions in carrying out existing digital transformation policies. In addition, strengthening governance and public accountability is also the basis for how SDI is indeed necessary and must be carried out immediately in all local governments in Indonesia.

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