

Strengthening The Institutional Domain Of The Evaluation Of Sectoral Statistics Implementation From A Network Governance Perspective

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Abstract

Sectoral statistics are a crucial component of the National Statistical System, providing data to support the planning, implementation, monitoring, and evaluation of government policies. The Central Bureau of Statistics (BPS) conducts the Evaluation of Sectoral Statistics Implementation (EPSS) as an instrument to measure the maturity level of sectoral statistics implementation through the Statistical Development Index (IPS). This study aims to analyze the design of the Institutional Domain in BPS Regulation Number 3 of 2022 concerning the Evaluation of Sectoral Statistics Implementation using the Klijn and Koppenjan Network Governance perspective and formulate directions for its strengthening. The study employed a qualitative approach through document analysis of laws and regulations, EPSS policy documents and guidelines, and relevant scientific literature. The analysis was conducted by mapping aspects and indicators of the Institutional Domain into the concepts of substantive, strategic, and institutional complexity, as well as network management. The analysis shows that the Institutional Domain encompasses three aspects: professionalism, adequate and capable human resources, and statistical organization. These three aspects provide the basis for transparency, data quality, competence, collaboration, the Indonesian One Data Forum, relationships with Statistical Data Supervisors, and the implementation of Walidata duties. However, this design predominantly measures the existence and maturity of procedures, roles, forums, and activities rather than the quality of interactions between actors and the ability to manage resource dependencies, differing interests, and network complexity. The study recommends strengthening network management mechanisms, coordination capacity among Walidatas, effective forums, and follow-up on EPSS

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results. This strengthening is more appropriately directed at deepening implementation and coaching mechanisms rather than simply adding new indicators.

Keywords: Evaluation of Sectoral Statistics Implementation; Institutional Domain; Network Governance; Network Management; Sectoral Statistics Governance.

INTRODUCTION

The availability of quality statistical data is a key prerequisite for achieving effective governance and evidence-based policymaking. Statistical data not only serves as a basis for development planning but also as an instrument for monitoring, evaluating, and measuring national and regional development achievements. Therefore, the quality of public policy is significantly influenced by the quality of the data used at every stage of decision-making. The more accurate, up-to-date, consistent, and accountable the data, the greater the government's chances of producing policies that are well-targeted and responsive to public needs.

However, statistical administration in Indonesia faces governance challenges, including inconsistent data quality, differences in data versions between agencies, delays in updates, limited data access and utilization, and limited human resource capacity. These challenges demonstrate that statistical quality is determined not only by technical aspects but also by working relationships, role allocation, coordination, and institutional capacity among the actors involved in statistical administration (Sarihastuti, 2024).

Within the framework of national statistics administration, the Central Bureau of Statistics (BPS) holds a mandate as a statistical supervisor based on Law Number 16 of 1997 concerning Statistics and Government Regulation Number 51 of 1999 concerning the Implementation of Statistics. This mandate places BPS as the institution responsible for providing guidance to the organizers of statistical activities in central and regional government agencies. At the regional level, the implementation of statistical affairs has also become part of government affairs as regulated in Law Number 23 of 2014 and Government Regulation Number 18 of 2016 concerning Regional Apparatus. Thus, the success of statistical administration is determined not only by the ability to produce quality data, but also by the effectiveness of guidance, coordination, and institutional capacity that supports the implementation of statistical functions.

Sectoral statistics are a crucial component of the National Statistics System, providing data relevant to the needs of government administration and development within each ministry,



agency, and regional government. Along with basic statistics, sectoral statistics form the basis for public policy formulation, program planning, development implementation, and government performance evaluation. Therefore, the quality of sectoral statistics significantly determines the quality of the resulting policies. Accurate, up-to-date, relevant, and accountable statistics will result in more targeted policies, while statistics that do not meet quality standards have the potential to result in less effective decisions.

The implementation of sectoral statistics also faces challenges in implementing standards, developing human resource competencies, coordinating between work units, and organizing statistical functions. Differences in institutional capacity between agencies can affect the consistency of processes and the quality of the resulting data. Therefore, improving the quality of sectoral statistics must be viewed not only in terms of the capabilities of each organization, but also in the ability of interdependent actors to coordinate existing resources, align interests, and establish shared working arrangements.

As the national statistics supervisor, based on Law Number 16 of 1997 and Government Regulation Number 51 of 1999, BPS has a coaching function for the implementation of statistics. This coaching includes efforts to improve the quality, coordination, standardization, and evaluation of statistical implementation. In the BPS Strategic Plan for 2025–2029, improving the quality of sectoral statistics is also included as part of efforts to provide data that meets quality standards and strengthen the development of sectoral statistical activities.

As one of these development instruments, BPS established BPS Regulation Number 3 of 2022 concerning the Evaluation of Sectoral Statistics Implementation (EPSS). The EPSS is used to assess the maturity level of sectoral statistics implementation and provides a basis for continuous improvement. The maturity level approach allows evaluations to go beyond measuring achievement and also examine the development of processes, capacity, and management of statistics implementation.

One of the domains within the EPSS is the Institutional Domain. This domain encompasses professionalism, adequate and capable human resources, and statistical organization. These three aspects demonstrate that the quality of sectoral statistical administration requires institutional support, competence, coordination, and working relationships between actors. Therefore, the Institutional Domain is relevant to analyze not only as a set of maturity indicators but also as a design that governs how actors carry out statistical functions within a governance network.



Although BPS Regulation Number 3 of 2022 stipulates indicators and maturity levels for the Institutional Domain, studies that place this domain within the design of network governance are still limited. Studies on the EPSS often focus on assessment outcomes, IPS scores, or the technical aspects of statistical administration. A Network Governance perspective is needed to understand the relational dimensions that are not fully visible in formal procedures or structures, particularly interdependencies, differing understandings, actor interests, institutional rules, and interaction management mechanisms.

Based on these gaps, this study aims to analyze the design of the Institutional Domain in BPS Regulation Number 3 of 2022 using the Network Governance perspective of Klijn and Koppenjan (2014). The analysis aims to identify the relationship between aspects and indicators of the Institutional Domain, substantive, strategic, and institutional complexity, and network management needs. This research is expected to provide recommendations for strengthening the implementation and development of the Institutional Domain as input for improving the EPSS policy.

RESEARCH METHODOLOGY

This research uses a qualitative approach with document analysis (Bowen, 2009; Creswell & Poth, 2018). The unit of analysis is the Institutional Domain design in BPS Regulation Number 3 of 2022 concerning the Evaluation of Sectoral Statistics Implementation. Secondary data sources include laws and regulations, BPS policy documents, EPSS guidelines and modules, documents related to One Data Indonesia (SDI), relevant reports or publications, books, and scientific articles on Network Governance, statistical governance, institutions, and policy evaluation.

The document analysis was conducted in four stages. First, identifying aspects, indicators, and maturity levels in the Institutional Domain. Second, grouping the indicator substance based on institutional function and inter-actor relationships. Third, mapping the findings into the Klijn and Koppenjan (2014) Network Governance concepts, specifically substantive complexity, strategic complexity, institutional complexity, and network management. Fourth, identifying areas for strengthening and formulating recommendations that can be implemented through regulations, implementation guidelines, and guidance for EPSS.

This approach positions EPSS as an object of policy analysis, rather than as field research on actor behavior within a specific agency. Therefore, conclusions regarding the quality of



interactions, conflicts, or resource dependencies are treated as conceptual interpretations of regulatory design and the literature, rather than as empirical findings about the conditions of a specific agency. This limitation maintains consistency between the data, methods, and research claims.

From a Network Governance perspective, the implementation of sectoral statistics can be understood as a process involving relatively independent but interdependent actors. Data Producers, Walidatas, Statistical Data Supervisors, agency leaders, and other supporting actors have different resources, authority, knowledge, and interests. Therefore, the Institutional Domain analysis is directed at asking whether the EPSS design has provided adequate space and mechanisms for building shared understanding, managing differences, harmonizing regulations, facilitating interaction, and maintaining sustainable coordination. Based on this analysis, the research formulates directions for strengthening the Institutional Domain.

RESULTS AND DISCUSSION

EPSS Development

The Evaluation of Sectoral Statistics Implementation (EPSS) is a development instrument developed by Statistics Indonesia (BPS) to improve the quality of sectoral statistics implementation in ministries, institutions, and local governments. The EPSS was first piloted in 2022 as a refinement of evaluation methods and assessment instruments. Subsequently, the evaluation was conducted nationally in 2023 and again in 2024 as part of the sectoral statistics development cycle. In 2025, BPS focused on fostering and strengthening the capacity of sectoral statistics administrators based on the results of the previous evaluation. The EPSS will be implemented again in 2026 with a broader scope.

The maturity level approach in EPSS positions quality improvement as a gradual process. Each level represents a progression from unstructured processes to increasingly standardized, integrated, evaluated, and continuously improved processes (Milicich et al., 2021). This framework is relevant to Network Governance because increasing maturity relates not only to the establishment of internal procedures but also to the ability of actors to establish shared rules and manage interdependent relationships.

The role of the EPSS has become increasingly strategic since the Statistical Development Index (IPS) became an indicator in the 2025–2029 National Medium-Term Development Plan (RPJMN). Attachment III of Presidential Regulation Number 12 of 2025 sets the IPS baseline for



2024 at 2.35, the 2025 target at 2.60, and the 2029 target at 3.17. The IPS's position as a national development indicator reinforces the need to assess the maturity of sectoral statistics not only quantitatively but also institutionally and relationally. Table 1 outlines the national priority indicators in the 2025–2029 RPJMN.

Table 1. Matrix of National Priority Indicators/Priority Programs in the 2025-2029 RPJMN

National Priorities/ Priority Programs/ Project	Target	Indicator	Unit	Baseline 2024	2025 Target	Target 2029	Transform ation Agenda	Coordina tor of the Supervis or
07.08.02. 3 PRO-P	Provision of Develop ment Data	08 – Statistical Developme nt Index (SDI)		2.35	2.60	3.17	03 – Governanc e Transform ation	054 – BPS
		09 - Percentage of Governmen t Agencies that implement good quality policy governance	Percent	18.37 (2023)	30	85		086- LAN
07.08.02.01 PRO-P: Strengthening the Government Accountability Ecosystem								

Source: Attachment III of Presidential Decree 12/2025 concerning the 2025-2029 RPJMN

Institutional Domain Design in EPSS

The Institutional Domain is one of the EPSS domains, weighted 17 percent of the IPS. This domain is used to assess the institutional capacity supporting the administration of sectoral statistics. Analysis of this domain is crucial because statistical administration involves various actors with different functions and resources. Table 2 details the weight breakdown of the Institutional Domain.

Table 2. Domain 4: Institutional Structure and Weights (17% Total IPS Weight)

Aspect	Aspect Weight	Indicator	Indicator Weight	Relative Weight to IPS
Professionalism	35%	Maturity Level of Statistical Information Transparency Assurance	25%	1.49%
Professionalism	35%	Maturity Level of Assurance of Neutrality and Objectivity in the Use of Data Sources and Methodology	25%	1.49%
Professionalism	35%	Data Quality Assurance Maturity Level	25%	1.49%
Professionalism	35%	Data Confidentiality Assurance Maturity Level	25%	1.49%
Adequate and Capable Human Resources	30%	Maturity Level of Competency Fulfillment of Human Resources in the Statistics Sector	50%	2.55%
Adequate and Capable Human Resources	30%	Maturity Level of Fulfillment of HR Competencies in the Field of Data Management	50%	2.55%
Organizing Statistics	35%	Level of Maturity of Collaboration in the	25%	1.49%



		Implementation of Statistical Activities		
Organizing Statistics	35%	Maturity Level of the One Data Indonesia (SDI) Forum Implementation	25%	1.49%
Organizing Statistics	35%	Collaboration Maturity Level with Statistical Data Supervisor	25%	1.49%
Organizing Statistics	35%	Level of Maturity in Carrying Out Duties as Data Supervisor	25%	1.49%

Source: Attachment to BPS Regulation Number 3 of 2022 concerning EPSS (processed)

The Institutional Domain consists of three aspects: professionalism (35 percent), adequate and capable human resources (30 percent), and statistical organization (35 percent). These three aspects are broken down into ten indicators and measured through five levels of maturity. Professionalism encompasses ensuring transparency of statistical information, neutrality and objectivity, data quality assurance, and data confidentiality. The Human Resources aspect encompasses fulfilling competencies in statistics and data management. The statistical organization aspect encompasses collaboration in statistical activities, organizing the One Data Indonesia (SDI) Forum, collaborating with Statistical Data Supervisors, and carrying out duties as Walidatas. This structure indicates that the Institutional Domain has incorporated a number of interconnected elements, but the level of maturity of the indicators does not always reflect the quality of the interaction process between actors.

Institutional Domain Analysis from a Network Governance Perspective

1. Professionalism Aspect

Based on BPS Regulation Number 3 of 2022, the professional aspect encompasses four indicators: ensuring transparency of statistical information, ensuring neutrality and objectivity, ensuring data quality, and ensuring data confidentiality. These four indicators form the basis for accountable statistical management.



From a Network Governance perspective, professionalism is not only an internal characteristic of each Data Producer. Professionalism also underpins relationships between actors, as data exchange and utilization require reliable information, understandable procedures, and assurance regarding data quality and access. Transparency can support information disclosure, while neutrality and objectivity can mitigate the influence of vested interests on data sources and methodologies. Quality assurance provides a basis for assessing data reliability, while confidentiality establishes boundaries for information exchange and utilization.

Klijn and Koppenjan (2014) explain that networks face substantive complexity when actors have differing understandings of problems, facts, knowledge, data, or solution options. In the administration of sectoral statistics, this complexity conceptually arises from differences in indicator definitions, data sources, methodologies, validation procedures, or quality standards. Professionalism indicators can help build a more consistent information base, but compliance with procedures does not in itself guarantee shared understanding. Therefore, strengthening professionalism needs to be directed at mechanisms that enable uniform definitions, agreed-upon methodologies, clarification of data sources, and resolution of information discrepancies between actors.

2. Adequate and Capable Human Resources Aspect

Adequate and capable human resources encompass two indicators: fulfilling human resource competencies in statistics and fulfilling human resource competencies in data management. Each indicator carries a 50 percent weighting within the human resource aspect. The maturity level reflects the progression from fulfilling competencies to continuous implementation, assessment, review, evaluation, and updating.

From a Network Governance perspective, human resource competency is not only understood as individual capacity. Competence is also a resource distributed across network actors. Data Producers possess substantive knowledge of sectoral matters, Walidatas have coordination and data management functions, Statistical Data Supervisors possess methodological knowledge and coaching functions, while supporting units possess the resources necessary for system management. The quality of statistical administration requires a combination of these resources.



Competency availability is also related to strategic complexity. Each actor has organizational priorities and allocates resources according to their interests and capacities (Klijn & Koppenjan, 2014). Within the Network Governance conceptual framework, differing priorities can impact commitment to competency development, assignment continuity, and knowledge sharing. Therefore, human resource development requires considering network capacity, not just the number or qualifications of employees within each organization.

3. Organizing Statistics Aspect

The organizational aspect of statistics encompasses four indicators: collaboration in the implementation of statistical activities, the organization of the One Data Indonesia (SDI) Forum, collaboration with the Statistical Data Supervisor, and the implementation of duties as Walidata. These four indicators directly identify the relationships between actors, the coordination forum, the development, and the function of Walidata as part of the measurement of institutional maturity.

From a Network Governance perspective, organizing statistics is a crucial part of network governance. Data Producers, Walidatas, Statistical Data Administrators, agency leaders, and supporting actors have different resources, functions, interests, and authorities. They remain interdependent in the process of generating, managing, verifying, integrating, and utilizing sectoral statistical data. Therefore, organizing needs to provide mechanisms that allow these differences to be managed in a coordinated manner.

Sectoral statistical networks also face institutional complexity because actors operate within varying organizational structures, rules, procedures, information systems, and technical languages (DiMaggio & Powell, 1983; Klijn & Koppenjan, 2014). Rules can reduce uncertainty and increase predictability. However, misaligned or poorly understood rules can create ambiguity. Therefore, organizing requires mechanisms for aligning rules, communicating, establishing consensus, and building trust between actors.

Strengthening Institutional Domains

Document analysis shows that the Institutional Domain in BPS Regulation Number 3 of 2022 provides the basic elements for sectoral statistical network governance. However, from a Network Governance perspective, the existence of procedures, forums, roles, and evaluation mechanisms does not fully reflect the quality of interactions, management of resource dependencies, alignment of interests, and the ability of actors to manage network complexity.



Therefore, strengthening is more appropriately directed at deepening implementation mechanisms, supporting evidence, maturity criteria, and follow-up coaching rather than directly adding indicators. Table 3 synthesizes these proposed strengthening directions.

Table 3 Strengthening based on Network Governance Perspective

No.	Aspect	Review according to PerBPS Number 3/2022	Strengthening based on Network Governance
1.	Professionalism	Four indicators guaranteeing transparency, neutrality and objectivity, data quality, and confidentiality are available and measured through maturity levels.	Clarify mechanisms for achieving common understanding of definitions, data sources, methodologies, quality, and data access; including technical forums, clarifications, documentation of agreements, and resolution of data differences.
2.	Adequate and capable human resources	Two indicators measure the fulfillment of HR competencies in the fields of statistics and data management from planning to continuous updating.	Encourage joint capacity development between Data Producers, Walidatas, and Statistical Data Administrators; strengthen knowledge sharing, knowledge documentation, and mitigate the impact of staff rotation.
3.	Organizing statistics	Collaboration in statistical activities, the One Data Indonesia (SDI) Forum, relations with the Statistical Data Supervisor, and the implementation of the Data Supervisor's duties have become indicators.	Clarifying the quality of network management through role mapping, process agreements, effective forums, action plan follow-up, dispute resolution mechanisms, trust building, and strengthening the coordinating capacity of Walidatas.



Source: Synthesized based on Network Governance Analysis (Klijn & Koppenjan, 2014; Nahdliyah & Hidayaturahmi, 2026).

Policy Implications

The analysis indicates that strengthening the Institutional Domain does not need to be primarily focused on adding new indicators. The priority should be deepening the relational elements within the EPSS implementation guidelines, particularly coordination mechanisms, shared understanding, knowledge and resource exchange, dispute resolution, conflict management, and joint follow-up on evaluation results.

BPS Regulation No. 3 of 2022 can be strengthened through updated technical instructions or guidance guidelines that explain network management mechanisms in the administration of sectoral statistics. Supporting evidence for the EPSS should not only demonstrate the existence of forums or procedures but also illustrate ongoing coordination and follow-up processes among stakeholders. EPSS results can also be used as a basis for network learning to target specific assistance, such as data standards harmonization, forum strengthening, and Walidata mentoring.

CONCLUSION

This research shows that the Institutional Domain in BPS Regulation Number 3 of 2022 provides a framework for measuring the maturity of sectoral statistical administration through three aspects: professionalism, adequate and capable human resources, and statistical organization. These three aspects encompass ten indicators measuring transparency, neutrality, data quality, confidentiality, human resource competency, collaboration, the One Data Indonesia (SDI) Forum, relationships with supervisors, and Walidata duties.

From Klijn and Koppenjan's (2014) Network Governance perspective, these three aspects form the foundation for sectoral statistical network governance. Professionalism supports the formation of a reliable information base; human resources provide distributed network capacity; and statistical organization provides the structure and mechanisms for managing inter-actor relationships. However, document analysis indicates that the Institutional Domain design predominantly measures the existence and maturity of procedures, structures, and roles. Strengthening should be directed at network management, collaborative learning, harmonizing methodological understanding, developing cross-actor capacity, resolving data discrepancies, strengthening follow-up actions, and enhancing the coordinating capacity of Walidatas.



FUTURE DIRECTIONS / SUGGESTIONS

To enhance the practical execution of the Institutional Domain in EPSS, the following strategic directions are recommended:

- **Refine Technical Guidelines:** Develop updated BPS technical modules that explicitly detail network management protocols, including dispute resolution mechanisms for data discrepancies and inter-agency coordination workflows.
- **Strengthen Walidata Roles:** Elevate Walidatas from passive administrative repositories to active network facilitators equipped with institutional legitimacy and technical resources.
- **Collaborative Capacity Building:** Implement joint training and mentoring programs across Data Producers, Walidatas, and Supervisors to mitigate knowledge loss caused by personnel rotation.
- **Empirical Field Validation:** Encourage future empirical research in ministries and local governments to evaluate the operational effectiveness of these proposed network management mechanisms.

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