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Strengthening the Capacity of Village Data Operators in the Implementation of Dtsen by the Ogan Ilir Regency Government

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Abstract

The implementation of the National Socio-Economic Single Data (DTSEN) as a single national database positions village data operators as key actors in ensuring the accuracy of data used for the distribution of social assistance and the formulation of development policies. However, the implementation of DTSEN in Ogan Ilir Regency still faces various obstacles, such as unequal understanding of the DTSEN concept, limited technical competence of operators, and suboptimal coordination between stakeholders. This study aims to analyze the capacity of village data operators in DTSEN implementation using the 6P Model developed by Christer Vindeløv-Lidzélius (2021), covering perspective, purpose, people, partners, planning, and practice. The research method used is a qualitative approach through document studies, in-depth interviews, and Focus Group Discussions (FGDs) with village data operators and relevant agencies in Ogan Ilir Regency. The results show that the capacity of village data operators has been quite good, but still needs strengthening across all 6P dimensions. The most prominent aspects include limited conceptual understanding of DTSEN, differences in technical competence between operators, and suboptimal coordination across actors. Therefore, a capacity-building strategy is needed through improving human resource competencies, aligning perceptions regarding the objectives of the DTSEN (Village Data Enforcement Agency), strengthening partnerships, improving planning, and providing ongoing support for data management practices. These efforts are expected to improve the quality of socioeconomic data, making it more accurate and valid, and supporting the formulation of targeted development policies.

Keywords:capacity building, village data operators, DTSEN, 6P Model, data governance

INTRODUCTION

The Indonesian government took a major step in reforming socio-economic data governance through Presidential Instruction Number 4 of 2025 concerning the National Socio-Economic Single Data (DTSEN), which was signed by the President on February 5, 2025. DTSEN officially replaced the Integrated Social Welfare Data (DTKS) and became the single national reference for the distribution of social assistance and community empowerment programs. Unlike DTKS, which only covers vulnerable families, DTSEN covers the entire Indonesian population (as of February 2025: 285,579,122 people, 93,025,360 families) with a ranking system of deciles 1 to 10 calculated at three levels: national, provincial, and district/city.

The DTSEN (National Data Enforcement Agency) positions village data operators as key actors in the national data accuracy chain. In the DTSEN workflow, data collection begins at the neighborhood unit (RT/RW), is discussed in village meetings (musdes), then input by village operators and forwarded to the district and central government. Family Hope Program (PKH) facilitators act as initial verifiers, while the Central Statistics Agency (BPS) is responsible for ground checks and periodic updates. The Indonesian Minister of Social Affairs

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has repeatedly emphasized: "If the operator is careless, the data can be wrong," emphasizing that the accuracy of the DTSEN depends entirely on the quality of input at the village level.

The problem is that this major transformation is being carried out with unequal knowledge capacity at the grassroots level. Based on the SKALA analysis (Indonesia–Australia cooperation program, 2025), one of the main obstacles to optimizing DTSEN updates is the unequal technical understanding among village data operators, integrated health post (Posyandu) cadres, and neighborhood unit (RT/RW) officials. The concept of deciles is particularly critical: national, provincial, and district deciles can show different figures for the same individual, and this logic is difficult to understand without systematic guidance. At the same time, the multidimensional poverty indicators that form the basis for decile rankings are often not conceptually understood by village-level actors, even though they intuitively recognize the poverty conditions in their communities.

A similar situation occurs in stunting management. South Sumatra recorded good aggregate achievements; stunting prevalence decreased from 31.7% (2018) to 15.9% (2024), below the national average of 19.8%. However, in absolute terms, there are still approximately 125,879 stunted toddlers, with one district still in the high prevalence category (>30%) and eight districts/cities in the medium category (≥20%). Many determinants of stunting directly overlap with poverty indicators in the DTSEN: access to sanitation, family food security, access to maternal-child health services, and housing quality. In other words, the accuracy of the DTSEN and the accuracy of stunting interventions reinforce each other, or weaken each other if the data is inaccurate.

The issues that arise at the village level are highly practical. PKH facilitators and village operators frequently encounter situations such as families with motorcycles but houses that lack floors, family members with chronic illnesses who are not included in the DTSEN (National Health and Social Welfare Program), or families who have recently emerged from poverty but still require stunting assistance. The absence of practical, indicator-based guidance often shifts decisions at village meetings (Musdes) from technical considerations to social negotiations. As a result, the DTSEN proposal-rebuttal mechanism is suboptimal and ground checks are less accurate.

This community service activity is positioned as a form of Sriwijaya University's contribution to "Unsri Berdampak" (Impacted Unsri), with a specific, affordable, and directly impactful intervention target: strengthening the knowledge capacity of village data operators and related actors at the sub-district/village level. The approach taken does not force changes to the bureaucratic structure, does not build an application with a separate database, and does not create new cross-OPD coordination burdens. Instead, this activity provides two complementary outputs: (a) a digital, web-based educational guide that can be accessed from mobile phones by village operators and cadres; and (b) a policy brief for the Regent/Mayor recommending strategies for strengthening the capacity of village data operators at the district level.

Ogan Ilir Regency was chosen as the pilot location based on three considerations: (a) geographical proximity to the Unsri Indralaya campus, which allows for field visits without overnight stays for a duration of 3 months; (b) representativeness of the typology of South Sumatran villages with a combination of agricultural villages, lowlands, and peri-urban transition areas; (c) high potential for replication to other districts in South Sumatra once the community service model has been proven to work.

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METHOD

The activity method is carried out by referring to the Capacity Building theory through the 6P model, namely: perspective, purpose, people, partners, planning, and practice from (Christer Vindeløv-Lidzélius, 2021). The perspective dimension is used to build a shared understanding of the importance of utilizing the National Socio-Economic Single Data (DTSEN) in regional development planning. The purpose dimension focuses on establishing clear activity objectives, namely increasing the capacity of local governments in managing and utilizing socio-economic data. The people dimension is directed at strengthening the competency of apparatus and stakeholders through socialization, discussion, and mentoring. The partners dimension is realized through collaboration between universities, local governments, and related agencies. Furthermore, the planning dimension is implemented through the preparation of work plans, activity schedules, and structured implementation mechanisms. The practice dimension is realized through the application of learning outcomes in the form of preparing policy recommendations, developing educational websites, and mentoring the sustainable use of DTSEN. This activity uses three complementary conceptual frameworks:

- *Street-level data workers*— an extension of Lipsky's concept of street-level bureaucracy to the digital age, positioning village data operators as implementing actors who translate abstract policies into daily practice. Their knowledge capacity determines the quality of national data.
- *Capacity building for data governance*— an approach that emphasizes that digital transformation of government is not determined by the sophistication of central infrastructure, but rather by the capacity of actors at the lowest data input points.
- *Human-centered design*— the principle of developing educational materials that starts from the needs, context, and constraints of real users, not from the compiler's assumptions.

The activities are carried out in four sequential stages with several parallel activities for time efficiency.

Stage 1: Initial Mapping and Literature Review

- Literature review: review of academic literature on DTSEN, multidimensional poverty, stunting determinants, and capacity building for grassroots implementers.
- Document analysis: review of Presidential Instruction 4/2025, Minister of Social Affairs Regulation 3/2025, official socialization materials from BPS-Ministry of Social Affairs, and related South Sumatra regional policy documents.
- Identify good practices: review existing DTSEN educational materials in other regions (e.g., the Buleleng Social Service initiative, the Central Ministry of Social Affairs) as a benchmark and to avoid duplication.

Stage 2: User Needs Mapping (Need Assessment)

- In-depth interviews (Key Informant Interviews) with 8–10 key informants in Ogan Ilir Regency: Bappeda, Dinsos, Diskominfo, BPS Regency, PKH assistant coordinator, and 3–5 village data operators.
- *Focus Group Discussion*(FGD) limited with village operators, PKH facilitators, posyandu cadres, and RT/RW representatives from 3–5 selected villages to understand daily obstacles, misconceptions, and frequently asked questions.

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- Persona and user journey development: based on the mapping results, the team developed the main user characters and a realistic educational web usage flow.

Stage 3: Educational Content and Web Development

- Content structuring: the main framework follows the DTSEN flow (what is DTSEN, decile system, poverty and stunting, ground check & village deliberation flow, glossary, questions and answers).
- Content writing: with simple Indonesian, concrete case examples, and visual illustrations; each section is designed to be read in 3–5 minutes.
- Content validation: key content was validated by BPS Ogan Ilir Regency and Dinsos to ensure technical accuracy and compliance with official provisions.
- Web development: static web is built with simple HTML/CSS, mobile-first design, lightweight to access on limited connections, and without interactive elements that require a backend.
- Limited testing: the website is tested by 8–10 potential users to ensure readability, ease of navigation, and accuracy of the message.

Stage 4: Policy Brief Preparation and Validation

- Synthesis of findings: the results of mapping needs and good practices are processed into policy recommendations for the Regent of Ogan Ilir.
- Writing a policy brief: with a concise structure — executive summary, problem analysis, policy options, action recommendations, and resource estimates.
- Consultation session: validation of recommendations with Bappeda Ogan Ilir or regional head representatives.
- *Internal peer review*: by senior lecturers of FISIP Unsri before finalization.
- Submission of output and official presentation to the Deputy Dean III of FISIP Unsri.

RESULTS AND DISCUSSION

1. Institutional Conditions in Theoretical Perspective (Christer Vindeløv-Lidzélius, 2021)

Capacity building conditionsvillage data operators in the implementation of Dtsen by the Ogan Ilir district government, when viewed from the perspectivetheory from (Christer Vindeløv-Lidzélius, 2021) which includes 6Ps, namely: perspective, purpose, people, partners, planning, and practice.

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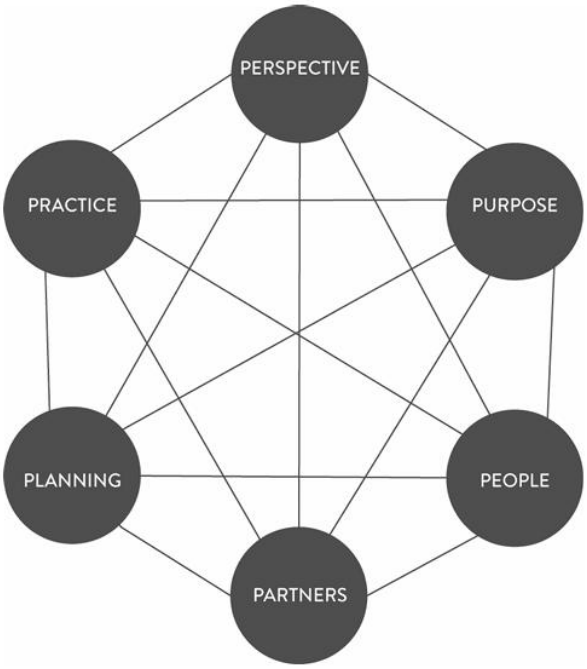

Figure 10.1 The 6P model.
Source: Author.

Perspective

Based on the research results, the condition of village data operators in the implementation of the DTSEN indicates that understanding of the DTSEN concept is still uneven. Some operators have understood the function of DTSEN as a single national socio-economic database, but some still experience difficulties in understanding the decile system, multidimensional poverty indicators, and the relationship between DTSEN data and poverty and stunting reduction programs. This condition indicates that the operators' perspectives on the objectives and substance of DTSEN are not completely unified. According to Vindeløv-Lidzélius (2021), a shared perspective is the main foundation in the capacity building process because it will influence how individuals understand their duties and responsibilities. If operators' understandings vary, the implementation of data collection and verification has the potential to produce inaccurate information. Therefore, efforts are needed to strengthen conceptual understanding through socialization and easy-to-understand learning media to establish a common perception in the implementation of DTSEN.

Purpose

The research results show that village data operators understand that the DTSEN implementation aims to produce accurate data as a basis for distributing social assistance and formulating government policies. However, in practice, operators are still found to be more focused on fulfilling administrative tasks than understanding the strategic objectives of DTSEN itself. This condition indicates that orientation towards program objectives has not been fully embedded. In Vindeløv-Lidzélius's (2021) theory, clear objectives will motivate individuals to increase their capacity. The better an operator understands the

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objectives of DTSEN, the greater their commitment to maintaining the quality of the data produced. Thus, capacity building is not only directed at improving technical skills but also at strengthening understanding of the importance of DTSEN in supporting community development and welfare.

People (Human Resources)
Based on the table of village data operator conditions, the human resource aspect is one of the main challenges in implementing the DTSEN. Some operators still have limited technical competency, both in data management, application usage, and understanding of the indicators used in the DTSEN. Furthermore, education levels, work experience, and training opportunities also vary from operator to operator. According to Vindeløv-Lidzélius (2021), the people dimension is at the heart of capacity building because humans are the primary actors determining the success of a program. Therefore, improving operator competency through training, mentoring, technical guidance, and the provision of easy-to-understand guides is crucial. The better the quality of human resources, the greater the village's ability to produce valid and accountable data.

Partners
The research results show that the implementation of the DTSEN involves various parties, including village governments, neighborhood associations (RT/RW), family planning (PKH) facilitators, integrated health post (Posyandu) cadres, the Social Service, and the Statistics Indonesia (BPS). However, coordination between these actors has not always been optimal. In some cases, delays in information delivery, differing understandings of data collection procedures, and limited communication between agencies are still found. According to Vindeløv-Lidzélius (2021), capacity building requires strong partnership support because the success of a program depends not only on individual capabilities but also on the quality of cooperation between organizations. Therefore, a more structured coordination mechanism is needed so that all parties involved can have a common understanding and goals in supporting the implementation of the DTSEN.

Planning
Based on the research results, the planning for the DTSEN implementation has been carried out through the preparation of a data collection schedule, data verification, village deliberations, and a proposal-objection mechanism. However, several obstacles were still encountered during the implementation, such as time constraints, the relatively dynamic nature of changes in community data, and the lack of technical guidance that is universally understood by all operators. These conditions indicate that the planning aspect still needs strengthening for more effective DTSEN implementation. According to Vindeløv-Lidzélius (2021), good planning serves as a guideline for achieving organizational goals and minimizing various obstacles that may arise during the implementation process. With thorough planning, village operators can work more systematically and focused in managing community socio-economic data.

Practice
The research results show that village data operators have carried out various tasks in the DTSEN, from data collection and updating, field verification, to implementing the proposal-rebuttal mechanism. However, several obstacles remain in practice, such as limited technical

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understanding, data input errors, and differing interpretations of community welfare indicators. This situation indicates that the operators' capabilities have not been fully implemented optimally in daily work practices. According to Vindeløv-Lidzélius (2021), true capacity is measured not only by a person's knowledge but also by their ability to apply that knowledge in real-world work. Therefore, capacity building of village operators needs to be carried out continuously through direct practice, field mentoring, and periodic evaluations so that the acquired skills can be effectively applied in the DTSEN implementation.

B. Capacity building strategy through a framework

In line with these conditions, the author provides a working reference framework throughFour technical strategies are implemented to ensure the quality and sustainability of output:

1. Content validation by official authorities: every technical statement about DTSEN is validated by BPS and/or Dinsos before publication, to avoid misleading information.
2. Bottom-line user-oriented design: content is designed with the assumption that users access it via mobile phones with limited quotas and varying formal education.
3. Sustainability without server costs: the website is hosted on a free service with complete maintenance documentation, so it can be continued without the burden of operational costs.
4. Research ethics: all interview and FGD activities follow the principles of informed consent, confidentiality of informant data, and ethical approval from the Unsri Research Ethics Commission if necessary.

C. Application of the Framework of Reference

Steps in capacity strengthening consist of:

1. Implementation Team

The implementation team consists of: The team leader is responsible for the overall implementation of activities, leading coordination with relevant partners, preparing the final draft of the policy brief and technical report, and presenting the results of the activities to stakeholders. Team members from Public Administration play a role in analyzing DTSEN policy documents and regulations, conducting interviews with OPDs, compiling policy analyses, and developing narratives for educational web content. Team members from Sociology are responsible for leading FGDs with various stakeholders at the village and community levels and compiling materials related to the social dimensions of poverty and determinants of stunting. Team members from Communication Sciences support the visual design of the educational web and infographics and design strategies for dissemination and public communication. Meanwhile, research assistants or students assist with primary and secondary data collection, transcription of interview and FGD results, management of the educational web according to their technical competencies, and documentation of the entire series of activities.

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No	Position	Amount	Qualification
1	Head of the Implementation Team	1 person	Lecturer in the Public Administration Study Program with a research track record in the fields of public policy, digital governance, or capacity building; minimum academic position of Lecturer.
2	Team Members – AP	1–2 people	Lecturer in Public Administration with expertise in social policy, stakeholder analysis, and/or policy implementation.
3	Team Members – Sociology	1 person	Sociology lecturer with expertise in qualitative methods and/or poverty studies; plays a role in needs mapping and field FGDs.
4	Team Member – Ilkom (optional)	1 person	Communication Science lecturer for visual design, infographics, and dissemination strategy support.
5	Research Assistant / Student	3–4 people	Master's/final-year students in Public Administration. One of them is expected to have basic static web development skills (HTML/CSS) to build educational websites.

2. SCHEDULE OF ACTIVITIES

The project was implemented over three months and spanned four main stages. A parallel approach was employed to ensure the development of the educational website and the policy brief could proceed simultaneously.

Timeline

No	Activity	Month 1 P1	Month 1 P2	Month 2 P1	Month 2 P2	Month 3
1	Preparation: instruments, initial coordination, permits	X				
2	Stage 1 — Literature study & document analysis	X	X			
3	Stage 2 — KII, FGD, needs mapping in Ogan Ilir		X	X		
4	Stage 3 — Educational content & web development			X	X	
5	Content validation by BPS/Dinsos & user testing				X	X
6	Stage 4 — Preparation of the policy brief				X	X
7	Peer review, finalization, presentation					X

Description: P1 = first half of the month (weeks 1–2); P2 = second half of the month (weeks 3–4).

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3. BUDGET

The budget estimate is prepared according to the applicable Input Cost Standards (SBM) and adjusted to the scope of work. The cost structure is streamlined, considering that this activity does not require server costs, heavy technological infrastructure, or long-distance travel.

No	Cost Components	Description / Assumption
1	Honorarium for the implementation team (researchers and assistants)	In accordance with the applicable Input Cost Standards and Unsri service honorarium provisions.
2	Travel expenses for Palembang – Indralaya / locus village	For KII, FGD, and user trials; close proximity so no overnight accommodation is required.
3	Consumption of FGD and interview activities	Minimum 2–3 FGDs with 8–12 participants.
4	ATK, instrument printing, transcription	Including duplication of interview instruments, transcription of recordings, stationery.
5	Honorarium for resource persons/validators (BPS, Dinsos)	For content validation sessions by official technical authorities.
6	Domain and web maintenance	Custom domain (optional, if needed); hosting using free services (GitHub Pages/Netlify) so there are no ongoing costs.
7	Printing of policy briefs, technical reports, and infographics	Print in full color to be submitted to WD3 and regional heads.
8	Dissemination	Including visual support from FISIP TV Studio if needed.
9	Unforeseen costs (contingency)	Maximum 5% of the total budget.

Note: The total budget will be compiled in a separate RAB document according to the format determined by the LPPM of Sriwijaya University/Faculty, taking into account the available grant ceiling. The source of funding for this activity comes from the Community Service Grant scheme of the Faculty of Social and Political Sciences, Sriwijaya University for the 2026 Fiscal Year, and/or other relevant funding schemes from LPPM Unsri. There is no duplicate funding from other sources.

4. REPORTING MECHANISM

The implementation team will submit reports in three types:

1. Progress Report — contains activity achievements, obstacles, and follow-up plans. Presented narratively and concisely (5–10 pages).
2. Final activity report — includes all activities, methodology, findings, outputs, and follow-up recommendations (±25–30 pages).
3. Substantive outputs — educational websites, policy briefs, infographics, and handover documents as outlined in Chapter 2.2.

Frequency of reporting mechanisms, including:

- Progress report I: end of month 1, includes the results of literature studies and field instruments.

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- Progress report II: end of 2nd month, includes the results of needs mapping and initial draft of web content.
- Final report and output: no later than the end of the 3rd month, accompanied by an official presentation to the Deputy Dean III of FISIP Unsri.

5. EVALUATION AND SUCCESS CRITERIA

The success of the activity is measured based on five main indicators:

No	Indicator	Operational Definition	Target
1	Punctuality	Output is submitted according to the agreed deadline	100% deliverable completed within 3 months
2	Substantive quality	Web content and policy briefs meet accuracy and readability standards; pass peer review	Get a "decent" recommendation from at least 2 peer reviewers
3	Validation of technical authority	The substantial content of DTSEN is verified by the Regency BPS and/or Social Services	Written validation/approval letter from at least 1 official agency
4	Web usability	The web can be accessed and understood by the target users	At least 80% of test users (8–10 people) stated that they understood.
5	Adoption potential	Indication of local government interest in following up on recommendations	At least 1 follow-up forum was held by the Ogan Ilir Regency Government or the South Sumatra Provincial Government

The evaluation is carried out in four layers:

1. Internal evaluation by the implementation team through weekly meetings to ensure progress according to the timeline.
2. Validation of technical authority by BPS Ogan Ilir Regency and/or Dinsos on substantive content before web publication.
3. User testing with 8–10 potential users from the target group to ensure readability and ease of navigation.
4. Peer review by two senior lecturers from FISIP Unsri who were not involved in the team, to assess the academic quality of the policy brief.

6. RISKS AND MITIGATION

The implementation team identified six main risk categories that could hinder the success of the activity, as presented in the following matrix along with their mitigation strategies.

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Risk Matrix Table and Mitigation Strategy

No	Risk	Level	Mitigation Strategy
1	The resulting DTSEN content is not technically accurate	Tall	Official validation by the Ogan Ilir Regency BPS and/or the Social Services Agency prior to publication; periodic review of official materials from the Ministry of Social Affairs and the central BPS.
2	Access to village operators and PKH facilitators is limited	Currently	Utilize the official assignment letter from the Dean/WD3 and initial coordination with Bappeda and Dinsos as entry points.
3	Educational websites are not used after the activity ends (sustainability)	Currently	Preparation of handover documents with management credentials; hosting on a free service with no ongoing costs; potential handover to Bappeda or Diskominfo Ogan Ilir.
4	Changes to DTSEN policies during the implementation period (DTSEN is still in the early implementation phase)	Currently	Regular monitoring of the latest regulations; content focus on relatively stable fundamental concepts (decile system, ground check flow, poverty indicators).
5	Limited technical competence of the team for web development	Currently	Recruitment of 1 student assistant with static web expertise; selection of a simple, easy-to-maintain technology stack (HTML/CSS).
6	Resistance or skepticism of village operators towards educational materials from outside parties	Low–Medium	A participatory approach from the needs mapping stage; content is designed based on user needs and language, not the academic team's assumptions.

CONCLUSION

Based on the research results analyzed using the 6P Model by Christer Vindeløv-Lidzélius (2021), it can be concluded that the capacity of village data operators in the implementation of DTSEN in Ogan Ilir Regency has been running quite well, but still requires strengthening in several aspects. This strengthening includes increasing understanding of the concept and objectives of DTSEN (perspective and purpose), improving human resource competency (people), optimizing coordination between stakeholders (partners), refining activity planning (planning), and improving technical implementation capabilities in the field (practice). Therefore, continuous capacity building is needed so that the implementation of DTSEN can produce more accurate and valid data and support the formulation of targeted development policies. This Terms of Reference was prepared as a guide for the implementation of community service activities carried out by the Public Administration Study Program team, Faculty of Social and Political Sciences, Sriwijaya University. This activity is expected to be a concrete contribution from Sriwijaya University in strengthening the capacity of DTSEN implementation at the village level, as a bridge between transformative national policies and the needs of grassroots implementers. The output of this activity is designed to be a model of service that has a direct impact, is affordable, and can be replicated, in line with the spirit of "Unsri Berdampak" and the cooperation agenda that will be discussed at the forum of the Chancellor with Regional Heads and the Minister of Home Affairs.

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