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Assessing Indonesian Public Policy Using the Policy Quality Index:
- A Case Study of the National Institute of Public Administration of the Republic of Indonesia -

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Abstract

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The Policy Quality Index (PQI) has been nationally utilized to assess Indonesian public policy quality since 2021. However, policymaking process seems to be made based on intuition, political interest, public opinion, and ideology. In fact, measuring policy quality is not that easy, particularly in a complex issue. Regarding to that, through the clear and standardized indicators and procedures, policy quality can be measured appropriately. Consequently, the research aims to identify, analyse, and discuss the implementation of the Policy Quality Index for policy quality assessment in Indonesian governmental agencies and the challenges for the process of the public policy quality assessment. Applying the Grounded Theory Approach based on the literature by Charmaz, the study aims to identify and to analyse the

primary data that has been collected through the semi-structured interviews with prospective actors who are involved in the PQI implementation.

Based on the interview data, following selective coding or main themes have been generated: 1) implementation background; 2) index methodology development; 3) collaborative implementation; 4) stakeholder's roles; 5) implementation benefits; 6) implementation procedure; and 7) implementation constraints. Those mentioned main themes consist of second-order categories that are generated from the axial coding, and first-order concepts that are gained from the initial coding. The study found that the PQI implementation is related to the agenda of bureaucratic reform in the area of policy deregulation which is aimed to manage the laws and regulations that are still contradictory, inconsistent, ambiguous, and have multiple interpretations. So, the Ministry of State Civil Apparatus Utilization and Bureaucratic Reform as the authorized organization who has authority in managing bureaucratic reform in Indonesia has adopted the Policy Quality Index in 2021 for assessing government institution's bureaucratic reform performance in the area of policy deregulation. At the same time, the data gathered shows that the PQI framework assessment is based on four policy cycles that are consisted of agenda setting, policy formulation, policy implementation, and policy evaluation. Regarding the policy samples that can be evaluated using the PQI, the organization has decided to limit the samples in the initial PQI implementation as a national standard index for measuring policy quality. It is applied because the organization aims to get comparable assessment results about the

policy quality in Indonesia. The policy samples of the PQI are ministerial regulations, institutional regulations, regional regulations, and regional head regulations. In the implementation, there are also low level of understanding and participation from the users because government institutions do not follow the policymaking cycles that are started from agenda setting to policy evaluation in the policymaking process. Then, the organization has also faced limited financial and human resources in the PQI implementation.

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Chapter 1: Introduction

1.1. Background and Purpose of Study

In Indonesia, there are still several government regulations that are excessive and overlap. Additionally in the economic sector, it hinders productivity in the services and commodities industries and makes it harder for international and Indonesian enterprises to conduct business (OECD, 2016). In fact, many public policies are questioned to be overlap. In that matter, public needs and the policy making process have not been able to coexist harmoniously within the current policy framework.

At the same time, decision makers need qualified information for making public policy. Furthermore, a reliable public policy is made by implementing evidence-based policy approach as it is a tool to create feasible, effective, and efficient policy. Therefore, reliable information is needed by decision makers. Consequently, research and analysis in collecting scientific and peer-reviewed evidences in the policy analysis process is required.

However, policymaking process seems to be made based on intuition, political interest, public opinion, and ideology. In fact, measuring policy quality is not that easy, particularly in a complex issue. Regarding to that, through clear and standardized indicators and procedures, policy quality can be measured appropriately to ensure policy's outcome achievement.

In 2019, the National Institute of Public Administration of the Republic of Indonesia through the Policy Analyst Coaching Centre just modified the latest version of the Policy Quality Index. Based on circular letter of the Head of the National Institute of Public Administration of the Republic of Indonesia, number 22/K.1.HKM.02.2/2021 concerning the guidelines for measuring policy quality, both central and local governments are required to assess their policy quality using the Policy Quality Index. The policy quality assessment aims to improve policy quality and enhance the role of policy analysts in providing appropriate recommendation and relevant evidence to policymakers.

The National Institute of Public Administration of the Republic of Indonesia through the Policy Analyst Coaching Centre has the strategic role to carry out the preparation of policy formulation, coordination, and synchronization of the implementation of coaching policies, as well as monitoring, analysis, evaluation and preparation of reports in the field of reviewing the development of functional positions of Policy Analyst in Indonesian government structure.

Therefore, this research aims to identify, analyse, and discuss the challenges of the implementation of policy quality index for policy quality assessment in Indonesian governmental agencies. Moreover, the study will use a case study design in the Policy Analyst Coaching Centre of the National Institute of Public Administration of the Republic of Indonesia, as a central government agency that has centralized authority to ensure the effectiveness of the assessment process. Consequently, the research questions of this study are:

1) How does the implementation of public policy quality assessment in Indonesian governmental agencies using policy quality index?

2) What are the challenges for the process of the public policy quality assessment in Indonesian governmental agencies?

1.2. Scope of the Study

The Policy Analyst Coaching Centre of the National Institute of Public Administration of the Republic of Indonesia, as a central government agency that has centralized authority to ensure the effectiveness of the policy quality assessment in Indonesia, the author will conduct the study in the organization. In consequence, the scopes of the study are:

1) To explore the implementation of public policy quality assessment in Indonesian governmental agencies using policy quality index.

2) To find out challenges of the public policy quality assessment in Indonesian governmental agencies.

1.3. Research Methods

In the study, the researcher will apply qualitative research method that is focused on studying Indonesian public policy assessment using the Policy Quality Index. Also, the research aims to identify and analyse key determinant factors of the implementation of policy quality assessment in Indonesian governmental agencies.

The study will use primary data collection by conducting semi-structured interviews with prospective actors who are involved the process of policy quality assessment using policy quality index in the National Institute of Public

Administration of the Republic of Indonesia. Also, the researcher will collect secondary data such as public legal document, services records, organizational charts, finances, inventory data object, SOP, job description, etc that need to be analysed. Both primary and secondary data will be analysed in the study.

The study will be conducted in the Policy Analyst Coaching Centre of the National Institute of Public Administration of the Republic of Indonesia because as a central government agency, it has centralized authority to ensure the effectiveness of the policy quality's assessment process. However, single-case study design requires careful investigation of the potential case to minimize the chances of misrepresentation and to maximize the access needed to collect the case study evidence. Consequently, researcher aims to apply various methods to gather data as mentioned above.

In addition, researcher will use multiple sources of evidence such as documents, archival record, and interviews in purpose to minimize bias in this study. In fact, multiple sources are considered to address construct validity in the research.

Chapter 2: Overview of The Policy Quality Index

2.1. What is The Policy Quality Index

In order to improve public policy quality in Indonesia as one of the main goals of the Indonesian National Road Map of Bureaucratic Reform, the National Institute of Public Administration of the Republic of Indonesia has been finalised the latest version of the Policy Quality Index. It will be a standardized tool to assess public policy quality of local and central government agencies as mentioned in the circular letter of the Head of the National Institute of Public Administration of the Republic of Indonesia, number 22/K.1.HKM.02.2/2021 concerning the guidelines for measuring policy quality.

The implementation of the policy quality index is expected creating policy quality profile of local and central governments in Indonesia. Then, it may help to conduct further improvement of policy quality in Indonesia. By implementing the policy quality index, it may also support public participation and good governance in the policy making process. The National Institute of Public Administration of the Republic of Indonesia states the role of public policy assessment using the Policy Quality Index are as follows:

1. The Policy Quality Index can be used to quickly and clearly assess public policy quality in Indonesia.

2. It may reveal and draw the quality of public policy in Indonesia.

3. It can be a tool for policy advocacy in the policy making process to implement good governance.

4. It is expected to improve the quality of Policy Analyst's coaching.

5. It may also be used to share best practices of policy cycle implementation among governmental agencies in Indonesia.

2.2. Assessing Indonesian Public Policy Using the Policy Quality Index

The public policy quality assessment using the Policy Quality Index needs some requirements such as it is only used to assess policies set within two years. Also, those policies have been implemented for at least one year before the assessment. Therefore, the evaluation cannot be implemented to the routine policy such as organization's budget planning policy, organizational strategic planning policy, and other internal policies, for instance organizational structures.

In the assessment process, there are four main policy making processes that will be evaluated using the index:

1. Agenda Setting

   It is aimed to evaluate agenda setting processes such as problem identification, policy analysis, public participation in the policy making process.

2. Policy Formulation

   The assessment is focused on policy setting process based on estimated instruments.

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3. Policy Implementation

It is focused on institutional factor and policy communication.

4. Policy Evaluation

It the last evaluation, it aims to evaluate policy acceptance by stakeholders, also policy impact.

The first two policy making processes are considered as policy planning process., and the last two processes as an evaluation of policy impact. Then, there are also various steps in conducting public policies using the index technically, as follows:

1. Self-Assessment

In this step, the evaluation will be conducted by using information system through the page ikk.lan.go.id, and it will be guided by "the Administrator" and "the Enumerator" appointed by each ministry or another governmental organization.

2. Desk Analysis

Coordinators from the National Institute of Public Administration will validate completed assessment forms and evidences which have been uploaded to the online platform of the Policy Quality Index.

3. First Board Member Forum

Board members will review desk analysis results by the coordinators with the evidences attached through Forum Group Discussion between board members and coordinators.

4. The Policy Quality Index Validation

The FDG's results between board members and coordinators will be validated by the Policy Quality Index national team members.

5. Second Step of Board Member Assessment

Final discussion with board members to generate final results of the assessment.

6. Sharing Best Practices of Policy Making Process

The best final results of assessment will be shared in the seminar of best practices sharing session. It will be attended by local and central government representatives, board members, and pers.

Therefore, public policy sampling will be generated automatically by the online system of the Policy Quality Index. Also, the selected sample will be informed in the dashboard of each organization's administrator. Then, ministerial regulation, organizational regulation non-routine, local government regulation, and head of local government regulation are the options of public policy's sample selection in the assessment.

As the policy quality assessment has several stages, so it needs an adequate human resources to manage the process. Then, each actor has their own roles as described below:

1. Administrator

Administrator in each ministry or government organization has various roles such as determining the selected policies that will be examined using the

index. Also, creating an account for enumerator in the organization based the number of the policy sample. Then, he/she needs to manage and supervise the all of enumerators in the organization in doing their responsibilities. Eventually, administrator requires to verify completed online forms in the system of the Policy Quality Index.

2. Enumerators

   Enumerator will be assigned working under the supervision of administrator, so they need to inform to administrator about the current examined policies. Therefore, enumerator is responsible for completing data and evidences in the online system, also monitoring the input progress. Then, they needs to inform administrator if the input process is done.

3. Organizational/ Regional Coordinators

   Coordinators have many roles in the assessment processes. Firstly, coordinators need to activate organization's administrator account. After that, they have to verify the detail information about administrators and enumerators in all local and central government organizations. Related to the policy quality assessment, they will approve proposed policy's lists that submitted by organizational administrators. At the same time, they will also review and confirm completed online forms by administrators. After that, they can do desk analysis/ technical validation for the data inputted based on the indicators of the Policy Quality Index. Then, the results will be submitted to the Coordinator in the national team. Coordinator is also assigned to

analyse data for board members meeting. In addition, they have responsibility to give assistances for local and central government in completing assessment processes.

2.3. What are the Indicators in Assessing Policy Quality

In detail, here are the instruments in assessing policy using the Policy Quality Index as described in the table below:

Table 2.1: The Percentage Variables of Score of the PQI Assessment.

	Variables	Percentage	
I	Policy Planning Assessment		
	A. Agenda Setting Assessment	**45%**	
	A.1 Problem Identification	55%	
	A.2 Public Consultation and Problem Statement	45%	
	A.3 Additional Information for Supporting Agenda Setting	-	**45%**
	B. Policy Formulation Assessment	**55%**	
	B.1 Fundamental Characteristics	10%	
	B.2 Forward-looking oriented	15%	
	B.3 Outward-looking oriented	20%	
	B.4 Evidence-based policy	40%	
	B.5 Innovative policy	15%	
	B.6 Additional Information related to policy formulation	-	
II	Policy Benefits Assessment		
	C. Policy Implementation Assessment	**50%**	
	C.1 Policy organizing	30%	
	C.2 Policy communication	35%	
	C.3 Policy implementation monitoring	35%	
	C.4 Additional Information related to policy implementation		**55%**
	D. Policy Evaluation	**50%**	
	D.1 Policy effectiveness	40%	
	D.2 Policy efficiency	15%	
	D.3 Policy acceptance	45%	
	D.4 Additional Information related to policy evaluation	-	

Source: Adapted from the PQI Implementation Guidelines

Chapter 3: Theoretical Background

3.1.   Definition of Public Policy

Thomas R. Dye (2013) states that public policy is whatever governments choose to do or not to do. It means whether government decides to take action or not in particular issue, then it can be concluded as public policy.

Therefore, according to Sharkansky (1970), policy is defined as government action to achieve certain goals. Meanwhile, Howlett and Ramesh (2003) argue that policy is a government decision that is used as a reference in carrying out an activity. Also, policy can be said as a decision proposed by an individual, group or government that aims to solve a problem (Friedrich; 2007). These arguments from Friedrich, Sharkansky, and Ramesh, are focused on the role of public policy as instrument to achieve goal.

In other definition, the meaning of public policy can be defined based on the role of policy for policy makers. Policy is recognized as the result of government action for influencing society life (Pierre, 2003). On the other hand, Anderson (1979) who was able to increase the meaning of public policy by defining it as a policy made and developed by government agencies and officials. In this definition, Anderson emphasizes the importance of the collaborative role of several actors in policy making. That is, policy makers are not the sole actor in decision making. Thus, the process of producing public policy does not have a narrow meaning because it does not simplify the complexity of policy making in real conditions. As Kay (2011) believes, public

policy is obtained from a complex process, given that there are various decisions made by several actors spread across government organizations at different levels.

As public policy takes an important role is government action to address public needs, then government's performance can be affected by policymaking process. Policymaking process its self may involve several complex process. In consequence, public policy is recognized as a series of processes that move from one stage to another on an ongoing basis and have dependencies between one another.

3.2. Public Policy Evaluation

Evaluation is conducted to help public servants and stakeholders in their future-focused work act as responsibly, innovatively, equitably, and economically as possible. So, it can be said that evaluation is a mechanism for tracking, systematizing, and grading ongoing or recently completed government interventions (policies, programs, projects, activities, their effects, and the processes preceding these effects, perceptions of the content of the intervention included). Data collection, analysis, and application of value standards to the results are all parts of evaluation (Vedung, 2006; Peters & Pierre, 2006).

Policy evaluation is focused on examining desirable value of policy. Mainly, it is used for determining resources allocation rationality for policy instead of merely collecting data and information about the outcomes of policy implementation as previously stated in the policy objectives and goals. Moreover, policy evaluation may

refs to the precedent and current policy's outcome, rather than future outcomes (Dunn, 2018).

Brock et. al. (2003) argued that policy evaluation should be based on two factors: policymaker choices and the dependent dispersion of the desired results given a policy and accessible information. From this point of view, the conventional practice of conditioning on a certain model is frequently wrong, because model uncertainty is a key component of policy evaluation. The authors advocate for the use of model averaging to account for model uncertainty and demonstrate how it may be used in policy evaluation exercises. They demonstrate their methodology using examples from monetary and growth policy.

Moreover, Ludwig et al. (2011) advocated that further utilization of Randomized Controlled Trials should be made of studies that discover behavioural mechanisms that are fundamental to clearly defined policy problems, which they refer to as "mechanism experiments." Even if the intervention being tried (or its environment) does not correlate exactly to any genuine policy choice, these types of studies might have significant policy implications.

Meanwhile, Sanderson (2000) analyses the consequences of various theories for his hypothesis about policy systems. Given the current concern to address 'cross-cutting' social problems through 'joined-up' policy initiatives, he argued that notions of complexity, along with 'new institutionalist' idea and early efforts on policy implementation frameworks, have significant ramifications for the way he approached policy evaluation. It is believed that his evaluation thinking represents a

broader response against 'modernist' notions of social science's role in the drive to enhance the world.

Hoffman et al. (1977) provide a new policy evaluation approach that integrates process analysis with econometric models that have been widely utilized in energy policy analysis and technology assessment. Turnpenny et. al. (2008) highlight institutional capacities that promote and hinder attempts to incorporate policy assessment. Hertin et. al. (2009) investigate whether the use of ex ante policy assessment is still capable of generating possibilities for policy dialogue and learning guided by fresh assessment knowledge. Krutilla et. al. (2011) create a paradigm for energy policy analysis based on a thorough examination of transaction costs. In the previous few decades, policy evaluation has spread fast over the world, presenting a chance for additional innovation and knowledge in the way evaluation is conceptualized, practiced, and researched. The expansion of assessment from the project and program levels to the policy level was intended to improve its effectiveness by shifting the focus of research upward in the policymaking process (Adelle et. al., 2012). Mercure et. al. (2017) present a completely comprehensive, framework integrated evaluation method built exclusively for policy evaluation, comprised of (1) a greatly stratified macro-econometric model of the world's marketplace based on time sequence regressions; and (2) a collection of bottom-up adaptive models of technology transfer based on bridge stated preference models, and (3) an intermediate-complexity carbon cycle and atmospheric circulation model.

Therefore, there are several function of policy evaluation. Firstly, it can give reliable information about policy performance as it may examine which certain goals and objectives have been achieved. Then, Evaluation assists in defining and critiquing the values that guide the choice of goals and objectives. By establishing and operationalizing goals and objectives, values are made clearer. By repeatedly questioning the suitability of aims and objectives in light of the issue at hand, values are also critically examined. Eventually, the evaluation can be applied to reorganize policy issues of poor policy performance by demonstrating that a previously preferred policy alternative needs to be dropped in favor of another, evaluation can also help define new or amended policy alternatives (Dunn, 2018).

In addition, William N. Dunn (2014) also defines several criteria for evaluation, such as effectiveness, efficiency, adequacy, equity, responsiveness, and appropriateness. Moreover, there are also three approaches to evaluation according to Dunn (2014). The first approach is a "pseudo-evaluation" that is aimed to generate trusted information about policy performance by applying descriptive methods. It usually uses several methods such as quasi-experimental design, questionnaires, random sampling and statistical method to describe various policy outcomes. The second one is a formal evaluation. Compared to the first approach, it is more directly evaluate policy outcomes that have been explicitly declared as policy objectives and goals as those are appropriately measured. It may apply similar methods as the first approach, but it can be focused on the utilization of statutory provisions, program documentation, and administrative and policymaker interviews to identify, define,

and specify formal aims and objectives. In this type of evaluation, effectiveness and efficiency are the evaluative criteria that are most commonly applied in formal evaluations. Finally, the third evaluation approach is a decision-theoretic evaluation which is aimed to evaluate policy performance that provide clear value to several various stakeholders. It is used to organize information about policy outcomes with the values of various stakeholders.

The rise of attention for evidence-based policymaking reflects the enduring force of optimism about the ability of reason to promote social improvement. The role of assessment in reflexive policy learning is essential to resolve a paradox in late modern society: although increasing social system complexity undermines conceptions of certainty in social knowledge, it simultaneously raises the stakes in regard to rational system guiding. Policy formulation and evaluation should be viewed as instances of 'practical reason' rather than purely technical operations (Sanderson, 2002).

3.3.   Public Policy Analysis

Policy analysis is applied research that aims to make policy. Analysis is needed to find out the substance of the policy which includes information about the problems to be resolved and the impacts that may arise as a result of the implemented policies (Dunn, 2004). Moreover, policy analysis is conducting to find out what governments do, why they do, and what difference, if any, it makes. Policy analysis includes a prominent consideration with description instead of recommendation, a precise causes and effects explanation of public policies, an attempt to establish and

verify general hypotheses regarding the causes and implications of public policy, as well as to gather trustworthy research findings with broad applicability (Dye, 2013).

Therefore, the role of policy analyst in policy analysis to produce policy information can be drawn as the table below;

Table 3.1: The role of policy analyst in policymaking process.

The role of policy analyst	Result of Analysis
Problem structuring	Policy problems
Forecasting	Expected outcomes
Prescription	Preferred policies
Monitoring	Observed policy outcomes
Evaluation	Policy performance

Source: Adapted from Dunn (2004).

According to the table above, policy analysis is the use of various research methodologies by a person or group of policy analysts with the goal of gathering data and processing it into policy-relevant information (policy information) that may be used to help formulate a problem. Also, policy analysis is useful for complicated issue of public services to be more well-structured policy issue. So, it becomes easier to create and pick multiple solutions.

Related to policy analysis, policy analysts are also required to consider about the evidence-based policymaking because they need to provide reliable and feasible policy recommendations to policymakers.

Historically, evidence-based policy firstly appeared in the early 2000s, when the United Kingdom's Labour Party released the White Paper Modernising Government. The paper clarified that policy decisions should be based on solid facts

and that policy should be formed with the philosophy of "what works" in mind (Nutley and Webb, 2000). Evidence-based policy is related to public policy where vested interest sprawl, and the main thing is the compass and generalizability of research findings (Pawson, 2006).

Moreover, according to Turner (2003) the role of evidence for policymakers are as helping to diagnose main problems and causes, designing policy alternatives, monitoring program implementation, measure cost and performance and its sensitivity to different settings, and evaluating policy outcomes or long term impact and cost effectiveness of existing programs.

Related to the evidence utilization, Pawson (2002) explored the advantages of a new approach for systematic reviews, known as realist synthesis. Within the place, he recommends a method he calls "realist synthesis". According to Pawson (2006), the main topic of his work is properly understanding program theory so that policies can be developed. Ray Pawson offers a damning assessment of the mainstream approach to systematic review, notably the "meta-analytic" approach promoted by the Cochrane and Campbell collaborations. Develop an outcome-focused theoretical framework based on key terminology and concepts connected to diverse interventions that promote evidence-informed healthcare (Rycroft-Malone et al., 2012). Bearman et al. (2013) also investigated three prominent qualitative synthesis methodologies: thematic analysis, meta-ethnography, and realist synthesis. Also, Greenhalgh et al., (2014) then attempted to carry out a realist synthesis of the evidence in order to

understand how and under what conditions PROMs (Patient Reported Outcome Measures) data feedback leads to the desired service improvements.

Browson et. al. (2009) identified three key domains of evidence-based policy: (1) process, which is concerned with understanding approaches to increasing the likelihood of policy adoption; (2) content, which is concerned with identifying specific policy elements that are likely to be effective; and (3) outcomes, which is concerned with documenting the potential impact of policy. Key considerations to address include the kind of evidence that are most relevant or useful to decision-makers, as well as the most productive modes of interaction between researchers and users of research and evaluation findings (Head, 2010). The research analyses the literature based on an updated review to explain persistent barriers and facilitators. Oliver et. al. (2014) analysed the literature in terms of its theoretical underpinnings, definitions of "evidence," techniques, and underlying assumptions of field research, with the goal of illuminating the evidence-based policy discourse through comparison with approaches from other domains.

Eventually, evidence-based policy can be interpreted as a policy based on evidence (actual information, research results, and other very important findings that are credible, current, and clearly useful) as one of the main parts in the policymaking process and it has become a very valuable input for policymakers.

3.4. A Rationality Model in the Policymaking Process

Comprehensive rationality implies that elected policymakers attempt to incorporate their principles into policy, aided by organizations that act in a reasonable, rational, and neutral manner. (John, 1998; Cairney, 2012).

Regarding to the comprehensive rationality model, the ultimate goal of policymaking process is economic efficiency or efficiency of resources allocation. Moreover, policy alternatives must be examined to ensure policy's efficiency and effectiveness. In essence, the model demands that policy outcome indicate maximum social gain, focusing that a state decides policies that produce in social benefits that much surpass expenditures (Dye, 1998). A rational policy is one that maximizes social advantage, governments should select policies that result in societal gains that outweigh costs by the greatest extent, and governments should avoid policies if expenditure exceeds benefits (Dye, 2013).

Policy cycle under the concept of rationalist stages model that is massively applied model in describing policy cycle. Laswell (1955) developed the initial rationalist model as a sequence of separate but interconnected stages to be adopted in the public policymaking process that is grounded by rational thoughts for solving issues. However, the Laswell model has been modified by experts. Althaus et al. (2013) had edited the last policy cycle model from Bridgman and Davis (1998, 2004) as describing Figure 1 below:

Figure 3.1: Policy Cycle Model Stages (Althaus et. al., 2013).

Many policymakers are still using the stage model above to ensure policy is made based on scientific and valid evidence. The model above consists of eight phases:

1. Identifying issues and agenda setting that are related to recognize issues to determine required government intervention.

2. Policy analysis is conducted to provide evidence or research findings to inform policymakers.

3. Policy instruments are constructed based on rational reasons to gain expected outcome.

4. Consultation is applied to discuss the policy with the stakeholders.

5. Coordination aims to acquire financing and maintain consistency with other precedent policies, a policy is harmonized throughout government agencies.

6. Decision is aimed to examine the policy's alternatives that is conducted by the policymakers in the government structures.

7. Implementation is the stage when a policy is being implemented by public sectors.

8. Evaluation is the process after a policy implementation that aims to ensure a policy is effectively implemented and to decide further needed action.

3.5. Previous Study Review

Indonesian government has realized about the importance of evidence-based policy in the policymaking process in the government structure. Therefore, policy analysts in governmental organizations have been required to applied evidence-based policy to provide relevant evidence to the policymakers. Then, policymakers can decide better policies to achieve effective and efficient outcomes. However, the main purpose of providing evidence to the policymakers is offering them with timely access to the best available evidence (Davies, 2012). Also, evidence-based policy aims to improve stakeholders' participation in the policymaking process to enhance regulatory quality and to prevent policy's redundancy among Indonesian government agencies.

Based on the previous research that was conducted by Emma Blomkamp et al. (2018), it shows that policymaking process in Indonesia does not really represent the whole stages of policy cycle model. The process is more likely political rather than rational because policymakers are focused on the political discussions and negotiations. So, the study concludes that using policy process is more appropriate to discuss about the policymaking in Indonesia than using policy cycle model.

Meanwhile, Mary E. Hilderbrand (2017) in her study has highlighted the general barriers of the policy implementation in Indonesia, such as natural resources management, social policy and human development, economic development, and institutional reform which is aimed to enhance public sectors to be more effective and accountable governance. She also mentioned about the benefits of community participation in the policy formulation. Also, the prominent role of well-trained policy professionals to provide feasible solutions for social issues by understanding the barriers, listening to the various communities engaged, analysing critically, and being innovative and experienced in collaborating throughout sectors, levels of government, and even globally.

Chapter 4: Research Design

4.1. Research Methodology

In the study, the researcher will apply qualitative research method that is focused on studying Indonesian public policy assessment using the Policy Quality Index. Also, the research aims to identify and analyse the PQI implementation and

the challenging factors of the assessment implementation. Those purposes of the study will be analysed inductively using grounded theory. The grounded theory is applied because the research purposes are extracting insights of the assessment process of policy quality using as the Policy Quality Index as a new assessment tool. Moreover, the original purpose of the grounded theory approach was to investigate "fundamental social or social psychological processes within a social setting or specific experience." Its coding technique enables researchers to record temporal sequences of the process (Charmaz, 2006).

The researcher will collect primary data by conducting semi-structured interviews with prospective actors who are involved in the process of policy quality assessment using the Policy Quality Index. The interviewed protocol can be revised during the study because it may allow the interview questions to be guided by the data (Madil, 2012).

Also, the researcher will utilize secondary data such as public legal document, services records, organizational charts, finances, inventory data object, SOP, job description that need to be analysed. Both primary and secondary data will be analysed systematically in the study using grounded theory methods.

The study will be conducted in the Policy Analyst Coaching Centre of the National Institute of Public Administration of the Republic of Indonesia because as a central government agency, it has centralized authority to ensure the effectiveness of the policy quality's assessment process.

However, single-case study design requires careful investigation of the potential case to minimize the chances of misrepresentation and to maximize the access needed to collect the case study evidence. Consequently, researcher aims to utilize both primary and secondary data in the study.

The scope of the study is the Policy Analyst Coaching Centre as a working unit of the National Institute of Public Administration of the Republic of Indonesia, which is responsible for carry out the preparation of policy formulation, coordination, and synchronization of the implementation of coaching policies, as well as monitoring, analysis, evaluation and preparation of reports in the field of reviewing the development of functional positions of Policy Analyst in Indonesian government structure.

The detail information of the methodology is described in the table as follow:

Table 4.1: Table of Methodology.

Phases	Processes	Expected Results
Problem identification	Identifying problem that will be discussed in the study	Problem statements
Theoretical background	Understanding the conceptual discussion	Conceptual understanding
Interview participant selection	Defining and selecting prospective informants	Prospective respondents (Head of the organisation, Head of Division, Senior and Junior Policy Analysts)
Data collection:	Data collection processes:	Primary and secondary data in the process of

1. Semi-structured interview 2. Archival records review 3. Document Review	1. Participants interview 2. Archival records review (services records, organizational charts, finances, inventory data object, SOP, job description) 3. Related document review (memos, agendas, report)	policy quality assessment using Policy Quality Index

4.2. Grounded Theory Approach

The study will apply grounded theory methods to analyse primary data that will be collected through the depth interviews with prospective actors who are involved in the process of Indonesian policy quality assessment using policy quality index. By applying grounded theory, the researcher aims to have a clear guidance for data analysis (Charmaz, 2008).

Grounded theory approaches are rigorous, yet adaptable instructions for collecting and evaluating qualitative data to create concepts based on the data. The data will be investigated using qualitative coding, which means that the researcher will assign categories to data segments that describe the meaning of each category. The researcher can define relevant ideas that interpret the data as tentative analytic categories by reviewing data, comparing it, and creating notes. In summary, grounded

theory methods simplify qualitative inquiry, speed up research, and increase enthusiasm for it.

The grounded theory is applied because the research purposes are extracting insights of the assessment process of policy quality using as the Policy Quality Index as a new assessment tool. Moreover, the original purpose of the grounded theory approach was to investigate "fundamental social or social psychological processes within a social setting or specific experience." Its coding technique enables researchers to record temporal sequences of the process (Charmaz, 2006).

The process of defining what the data are about is known as qualitative coding. Coding is the process of labelling segments of data with a label that categorizes, summaries, and accounts for each piece of data. (Charmaz, 2006). The coding processes in this study are consisted of three stages. The first one is initial coding which requires the researcher to analyse what does the data in the study imply, and what category does the particular data indicate (Glaser, 1967). Initial grounded theory coding may be used to identify if the study is still lacking required data. In this coding, the size of the data unit to code is essential (Charmaz, 2006). The researcher will apply line-by-line coding to naming each line of the transcribed data. The coding units involve passage, paragraph, sentence, and/or word (Kim & Rousseau, 2019).

Second coding phase is axial coding that is related categories and subcategories, establishes a category's features and sizes, and reorganizes data that has been fragmented during initial coding to provide coherence to the developing analysis Charmaz, 2006). In this stage of coding, the researcher identifies PQI implementation circumstances and procedures by linking the first-order conceptions

that came from initial coding and integrating them together to generate more abstract second-order categories.

Finally, the last coding is selective coding that will generate main themes of categories. The researcher will develop key themes for the phenomenon by combining categories around central phenomenon (Kim & Rousseau, 2019).

In order to get comprehensive insights for the study about the PQI implementation, the researcher has interviewed 12 participants from various background such as academia, experts, and team members involved in the PQI implementation. However, the research decided the interview is stopped when the 12th interview has been finished because theoretical saturation has been reached. So, the researcher cannot get more insights after that. Related to that, Kathy Charmaz (2006) argued that categories are saturated when acquiring new data no longer generates new theoretical insights or discloses new aspects of these key theoretical categories. In detail, the table below describes the process of theoretical sampling:

Table 4.2: The Process of Theoretical Sampling.

Interview	Attributes of Interviewees	Examples of Concepts Emerged
#1-6	Initial actors involved in the beginning the Index construction	Standard for policy quality assessment, policy analyst's role enforcement, consultation with experts, bureaucratic reform agenda
#7-8	Implementation Leader and Board Member	Role of experts and role of NGO, assessment sample determination
#9-10	Member of Secretariat Team of the Index implementation	Methodological of assessment, technical implementation, role of ad hoc team
#11-12	Member of Regional Team	User's compliance, unstable online system No new insights gathered after #12

Table 4.3: Demographic Characteristics.

	Sample of This Study (N = 12) (%)		Total Number of the Team* (N=98) (%)	
Gender				
Female	5	41.67	53	54.08
Male	7	58.33	43	43.87
Education Level				
Doctoral Degree	4	33.33	29	29.59
Master's degree	5	41.66	38	38.77
Bachelor's degree	3	25	31	31.63
Occupation				
Civil Servant	9	75	93	94.89
Lecturer	2	16.66	3	3.06
Professional	1	8.33	2	2.04
Organization				
Government	9	75	93	94.89
University	2	16.66	3	3.06
NGO	1	8.33	2	2.04
Length of Work (years)				
1-5	2	16.66	23	24.46
5-10	5	41.66	42	42.85
>20	5	41.66	33	33.67

*Based on Decree of the Head of National Institute of Public Administration (2021)

Table 4.4: List of Study's Participants.

ID	Gender	Education Level	Occupation	Position	Organization	Length of Work (years)
#1	Female	Doctoral degree	Civil Servant	Head of Centre for Program and Policy Development for the State Civil Apparatus Competency	Centre for Program and Policy Development for the State, the National Institute of Public Administration	25
#2	Female	Bachelor's Degree	Civil Servant	Senior Policy Analyst	Policy Analyst Coaching Centre, the National Institute of Public Administration	7
#3	Male	Bachelor's Degree	Civil Servant	Senior Policy Analyst	Policy Analyst Coaching Centre, the National Institute of Public Administration	7
#4	Male	Doctoral degree	Professional	Senior Program Officer	Knowledge Sector Initiative/ NGO	25
#5	Male	Master's Degree	Lecturer	Lecturer	University of Indonesia	9
#6	Male	Master's Degree	Civil Servant	Head of Performance and Cooperation Management Bureau	Ministry of State Apparatus Utilization and Bureaucratic Reform	27

ID	Gender	Education Level	Occupation	Position	Organization	Length of Work (year)
#7	Female	Doctoral degree	Lecturer	Lecturer	Gajah Mada University	27
#8	Male	Doctoral degree	Civil Servant	Head of Policy Analyst Coaching Centre	Policy Analyst Coaching Centre, the National Institute of Public Administration	25
#9	Female	Bachelor's Degree	Civil Servant	Junior Policy Analyst	Policy Analyst Coaching Centre, the National Institute of Public Administration	7
#10	Female	Bachelor's Degree	Civil Servant	Junior Policy Analyst	Policy Analyst Coaching Centre, the National Institute of Public Administration	4
#11	Male	Master's Degree	Civil Servant	Senior Policy Analyst	Centre for Training and Development and Competency Mapping of State Civil Apparatus, the National Institute of Public Administration	7
#12	Male	Bachelor's Degree	Civil Servant	Senior Policy Analyst	Centre for Training and Development and Competency Mapping of State Civil Apparatus, the National Institute of Public Administration	4

Chapter 5: Findings and Discussion

5.1. Findings

The semi-structured interviews were conducted through Zoom Meetings. Then, those sessions were also recorded and transcribed. As the interviews were done with Indonesian then the interviews transcriptions are translated to English. The duration of the interviews is ranged from 30 to 80 minutes, with average 55 minutes. Therefore, this section will present the primary data coding processes based on the semi-structured interviews which generated several main themes that are generated from selective coding as detailed in the table below:

Table 5.1: Second-Order Categories (Axial Coding) and Main Themes (Selective Coding).

Second-Order Categories	Main Themes
Standard for policy quality assessment	**Implementation background**
Policy Analyst's Role Enforcement	
Bureaucratic Reform Agenda	
Poor Policy Quality	
Literature review on assessment framework	**Index Methodology Development**
Assessment framework determination	
Assessment samples determination	
Consultation with Experts	**Collaborative Implementation**
Stakeholders Involvement	
Role of NGO	**Stakeholder's roles**

Role of Experts	
Role of ad hoc team	
Public Policymaking Improvement	**Implementation benefits**
Advantages for targeted users	
Methodological of assessment	**Implementation Procedure**
Technical implementation	
Methodological challenges	**Implementation constraints**
Conceptual Understanding barriers	
Limited resources	
Administrative constraints	
User's compliance	
Unstable online system	

Table 5.1 presents axial coding and selective coding results in this research. The axial coding is presented from more initial progress of the PQI implementation to more practical of the implementation constraints. Each of those second-order categories are contained various first-order concepts that are resulted from open coding process. The details of first-order concepts will be explained in the following sections.

Regarding the first main themes, implementation background, the study found that the PQI organizer, in this matter is the National Institute of Public Administration had difficulty to inform its organization's performance particularly about the role of policy analysts in the policy-making process. In fact, there is no clear and measurable standard for assessing the quality of

public policy in Indonesia. Then, those issues are considered to be standard for policy quality assessment in Indonesia.

Therefore, related to the second implementation background, policy analyst's role enforcement, the organization main role is also to enhance the role of policy analysts in Indonesia. The organization has considered the issue about the competency gap of policy analyst in Indonesia. As the number of policy analysts has been increasing because the job position shifting from structural position to function position. At the same time, to improve the role of policy analysts, they need an instrument to assess the quality of public policy. So, it is expected they can play prominent role in enhancing the quality of public policy.

The research has identified that the third PQI implementation background is also related to bureaucratic reform agenda because the quality of policies in Indonesia is also related to the implementation of bureaucratic reform. As the Indonesian Laws No.5 of 2019 which has been changed to Law No.13 of 2022 concerning the formulation of laws and regulations, states that the making of laws and regulations must include a study of academic texts, carry out policy communication, involve the role of the community, and apply omnibus law method. Consequently, the National Institute of Public Administration is given mandate by the Ministry of State Civil Apparatus Utilization and Bureaucratic Reform to compile a Policy Quality Index. Also, the measurement result is submitted to the Ministry of State Civil Apparatus and Bureaucratic Reform.

As the fourth implementation background is related to poor policy quality, the interview data showed that 41,223 regulations produced by the Indonesian government are potentially to be overlap. Also, the data from the Worldwide Governance Indicators that shows Indonesian Regulatory Quality is still lagging behind countries in Southeast Asia. In fact, based on the data from the Ministry of Home Affairs website, there were already 7000 laws and regulations were annulled. Then, there is a presidential instruction which states to review and remove policies that do not support economic growth.

The second main theme is index methodology development. The research records the first second-order category is about the literature review on assessment framework. Based on the interview, it shows that the PQI team has conducted a theoretical study in public policy making, also studied several instruments for measuring policy quality in other countries. After that, the team has defined a generic and ideal public policy-making process to define a good public policy-making process. The team also reviewed the instrument of regulatory quality conducted by the World Bank.

Under the index methodology development main theme, there is also assessment framework determination. One of the interview participants said that a policy can be formulated properly based on rational and logical considerations. Also, the ideal policy cycle starting from the agenda setting, formulation, implementation, monitoring and evaluation of policies. So, four main dimensions are set, and these must be passed in public policymaking process. Those four cycles of public policy making is a technocratic manner to improve the management of public policymaking.

The third axial coding results is assessment sample determination. Related to that, the PQI is used to assess ministerial regulations, institutional regulations, regional regulations, and regional head regulations. The limited policy population is aimed to compare linearly so that reliable assessment results are obtained. Also, the population is limited to ensure that the PQI can be a standardized tool. In particular, population of the PQI excludes the routine regulations that are internally regulated. It can be said that the policy population as measured by the PQI is limited to the scope of laws and regulations.

The data from the study also show that the PQI implementation is collaborative implementation. As the first axial coding result of the second main theme is consultation with experts, the organization has conducted FGDs with several public policy experts. There was also consultation with the Indonesian Statistics Agency for policy sample determination. Moreover, the instrument construction involves experts from NGO and academics.

The second axial coding is related to stakeholders' involvement because the organization leader has involved colleagues from various backgrounds. I also collaborated with NGOs. In fact, the PQI pilot project in 2018 involved government agencies that has policy analyst positions. The initial discussion on the PQI also involved several reputable public policy experts in Indonesia. Also, in the PQI instrument's development, the National Institute of Public Administration has involved the Ministry of Law and Human Rights regarding to avoid index's redundancy, and academics from several universities.

Specifically, the fourth main theme will explain about stakeholder's role. The first axial coding word is role of NGO. In this case, Knowledge Sector Initiative (KSI) as an NGO has supported the financial and expert staff needed by the National Institute of Public Administration. KSI also assisted the formulation of a guidebook and provided technical assistance. Related to "role of experts", one of professionals from universities was asked to review the instruments in the PQI to avoid overlapping instruments. The board members that are consisted of various professional background, they are asked to review the PQI based on 4 cycles. Then, the board members approved the weight distribution of the assessment. There is also "role of ad hoc team" that is related to the desk analysis process that involves members of the secretariat team. The role of the secretariat team is also compiling a timeline or schedule and playing role in coordination. Meanwhile, the Java and Bali regional teams play a role in guarding and assisting users from local governments.

The study is also attempted to looking for the implementation benefits. Firstly, it is aimed to identify "public policymaking improvement" which is expected to achieve a structured, systematic, participatory, and evidence-based policymaking. The PQI is also used as an ex-post evaluation tool for policy analysts. Then, the PQI as an innovation, it is expected to improve the quality of public services by intervening policymaking process. Eventually, the PQI is used to measure the management of public policy making started from agenda setting to policy evaluation. Regarding "advantages for targeted users", as the role of policy analyst is being increased then it is expected to improve the quality of policy formulation. Also, by using the PQI, policy analysts and public policy makers are expected to be able to

mitigate and overcome the unintended consequences of public policy. Moreover, local governments are more aware of making public policies based on scientific evidence. Then, PQI has encouraged local governments to make policies based on the stages of policy making. In addition, gender equality and social inclusion were also considered in the PQI development to ensure that the policymaking process will consider vulnerable groups.

In practical related to "implementation procedure", the first axial coding is related to methodological of assessment. Policies sample selection is determined randomly using the PQI online system. The PQI assessment score variables weight will be changed as the implementation agenda will be adjusted based on the agenda of the implementation. Currently, the weight on the planning side of 45% and on the implementation side of 55. However, related to the assessment population, the next assessment of the PQI will cover all public policy products. There is also a simplification of indicators and questionnaires in the PQI that is more focused on the substance of the policymaking. In 2019, a revision process of the instruments was supported by Knowledge Sector Initiative.

The second axial coding is "technical implementation". Firstly, the assessment of the policy sample will be through internal self-assessment in each agency. The National Institute of Public Administration has appointed coordinator in each agency to be a PIC. Then, it goes through desk analysis by the PQI national team. The results of filling in data and information regarding the policy-making process are analyzed by a team from the National Institute of Public Administration. After that, it will go through assessment from the Board Members because determination of the

results of the policy quality index assessment will go through discussions among Board Members. The final step will be ended by the announcement of the best practices in the seminar of "sharing best practice of policymaking management in Indonesia.

As the second research question is aimed to analyze the implementation constraints, then various axial coding under the main theme of implementation constraints have been generated. First, methodological challenges. The constraint in compiling this index is the method used. The challenge to revise the instrument was how to make compact indicators or questionnaires. In fact, the PQI has a weakness in determining the policy population which only includes several regulations.

Second axial coding result is "conceptual understanding". Local government's participation in 2021 was very low because their limited understanding. Practically, the PQI instrument was not immediately understood. Moreover, administrator and enumerators in government agencies still have low understanding. Those happened because the PQI concept is quite difficult to understand. Also, there many indexes used in government agencies so that it creates confusion.

There is also "limited resources" in the organization. Limited human resources of the Policy Analyst Coaching Center require the organization to involve almost all of policy analysts in the National Institute of Public Administration. There was also limited time constraint in setting up the PQI information system in 2021. So, there was an extension of time for filling out data and information in the PQI online system. Therefor, the socialization session cannot be carried out due to limited budget constraints in the provincial government.

The organization has also faced "administrative constraints" as there were lacks information and evidence-based policymaking practices, and the poor documentation of public policymaking. In fact, there are still government institutions that do not have policy analysts. In the beginning of the PQI implementation, not all users knew that it is one of Bureaucratic Reform indicators because the PQI's legal basis is a Decree of Head of the National Institute of Public Administration, it is not based on higher laws. So, the National Institute of Public Administration does not have the authority to force the users. In addition, several ministries and institutions involve state secret data in policymaking process, so they cannot input the data in the PQI online system.

Related to "users' compliance", many ministries and government agencies did not complete inputting data and information about policymaking process in the 2021 assessment. Particularly, the level of participation in local governments outside Java is still quite low. Moreover, there was resistance from the central government and local government.

Lastly, as the PQI assessment mainly implemented through online system. So, it requires the stable system. However, in the initial PQI implementation there was a condition related to "unstable online system" because the PQI online system is one of the challenges. The system cannot accommodate users nationally.

5.2. Discussion

This part will describe and discuss the findings that have been generated from the research based on the interviews have been conducted for collecting primary data. As the primary data gathered from the interviews with the key informants that have

been involved in the Policy Quality Index implementation in Indonesia, then it has been analysed using a grounded theory approach as also mentioned in the research design chapter. Regarding to the data analysis's results, there are several main themes that are determined based on first-order concepts as the initial codes and second-order categories as the axial codes.

The research is aimed to explore the implementation and challenges of the Policy Quality Index implementation. Therefore, to analyse those issues, firstly the researcher tries to look at the PQI implementation background. The data coding processes showed that there are various issues which have been motivated the National Institute of Public Administration to construct a standard index for measuring policy quality in Indonesia. The index is expected can be applied in all governmental institutions in Indonesia. Moreover, considering one of the main roles of the Policy Analyst Coaching Centre in enforcing the role of policy analysts in the policymaking process. Also, to provide clear information about the organization's performance in giving report of policy analyst capacity building, the organization has considered about a tool that can be used by policy analyst in Indonesian government agencies to assess the process of policymaking based on the ideal process.

There is no clear and measurable standard for measuring the quality of public policy in Indonesia, the measurement instrument available are different. (Interviewee #1, Female, Civil Servant, Standard for policy quality assessment)

The National Institute of Public Administration had difficulty to inform its performance related to the role of policy analyst in public policymaking. (Interviewee #6, Male, Civil Servant, Standard for policy quality assessment)

Policy Analyst is expected to plat prominent role in improving the quality of public policy, particularly of the implementation of evidence-based policymaking. They need an instrument to assess the quality of public policy that is relevant for Indonesian context and condition. (Interviewee #2, Male, Civil Servant, Policy Analyst's Role Enforcement)

Policy analyst functional position was initially assigned by the Ministry of State Civil Apparatus Utilization and Bureaucratic Reform in 2013. But, the President of Indonesia, Joko Widodo, through Presidential Regulation number 81/2010 concerning the Grand Design of Bureaucratic Reform 2010-2025 addresses eight areas of bureaucratic reform. One of the areas is focused on reorganization which is aimed to enhancing government institution's efficiency and effectiveness by simplifying bureaucracy. So, by 2020, the Indonesian government has abolished 37 non-structural agencies regarded to their redundant functions and responsibilities within governmental bodies. In fact, the government has dismantled two Echelon levels, Echelon III and Echelon IV (delayering policies). According to precedent conditions, there are four levels of bureaucracy in Indonesian government agencies: Echelon I (Directorate General), Echelon II (Directorate), Echelon III (Division), and Echelon IV (Division) (Sub-division). These levels of government bureaucracy are

thought to be too long, causing service procedures to take a long time. Eventually, the delayering policy has impacted to the increased number of policy analysts in Indonesia because there is shifting position from the structural positions which are echelon levels to the policy analysts as a functional position.

Consequently, the Indonesian government, in this matter the Policy Analyst Coaching Centre of the National Institute of Public Administration is required to analyse and to improve the competence of policy analysts as they need comprehensive competencies. So, they can play significant roles in the process of policymaking.

> There is competency gap of policy analysts in Indonesia due to the shift from structural positions to functional policy analyst positions. (Interviewee #5, Male, Lecturer, Policy Analyst's Role Enforcement)

Another area of bureaucratic reform is policy deregulation which is aimed to manage the laws and regulations that are still contradictory, inconsistent, ambiguous, and have multiple interpretations. This policy is implemented by applying two indexes, the Law Reform Index, and the Policy Quality Index. Then, the Ministry of State Civil Apparatus Utilization and Bureaucratic Reform as the ministry who has authority in managing bureaucratic reform in Indonesia has adopted the Policy Quality Index in 2021 for assessing government institution's bureaucratic reform performance in term of policy deregulation. The PQI implementation is regulated

through Head of the National Institute of Public Administration Circular Letter No. 22/K.1.HKM.02.2/2021 concerning Guidelines for Policy Quality Assessment.

> The quality of policies in Indonesia is also related to the implementation of bureaucratic reform because one of the important points is the improvement of the quality of legislation. (Interviewee #6, Male, Civil Servant, Bureaucratic Reform Agenda)

> The National Institute of Public Administration is given mandate by the Ministry of State Civil Apparatus Utilization and Bureaucratic Reform to compile a Policy Quality Index. (Interviewee #8, Male, Civil Servant, Bureaucratic Reform Agenda)

The Bureaucratic reform agenda in the area of policy deregulation is also focused on the regulation-making procedure that must be constructed based some principles such as omnibus method utilization in the process of making laws and regulations to avoiding policy redundancy, public involvement in the policymaking process, and scientific paper analysis for policymaking considerations. Those law and policymaking requirements are regulated by Laws No. 13 of 2022 concerning the formulation of laws and regulations.

> Based on Laws No.5 of 2019 which has been changed to Law No.13 of 2022 concerning the formulation of laws and regulations, states that the making of

laws and regulations must include a study of academic texts, carry out policy communication, involve the role of the community, and apply omnibus law method. (Interviewee #7, Female, Lecturer, Bureaucratic Reform Agenda)

Regarding the policy quality in Indonesia, several global indexes showed that the policy quality is not good enough compared to other southeast Asian countries. For instance, one of the six indicators in the Worldwide Governance Indicators from the World Bank that are related to the regulatory quality in 2019 showed Indonesian score is under some neighbouring countries such as Thailand and Philippines. Also, a paper from the Ministry of National Development working papers in 2015 stated that there are 41.223 regulations in central governments and local governments which are potentially to be overlapping.

The data from the Worldwide Governance Indicators that shows Indonesian Regulatory Quality is still lagging behind countries in Southeast Asia. (Interviewee #3, Male, Civil Servant, Poor Policy Quality)

41,223 regulations produced by the Indonesian government are potentially to be overlap. (Interviewee #8, Male, Civil Servant, Poor Policy Quality)

The study will also analyse the Policy Quality Index development processes so that study can describe technical procedure in using the PQI as a tool for assessing

the policy quality in Indonesia. In the assessment processes, there will be assessment's framework and assessment sample determination.

Related to the index methodology that has been determined, the data collection in the PQI assessment is conducted based on the framework and the sample of policies that have been finalized in the planning process of the index. The PQI team in the Policy Analyst Coaching Centre has done literature review on scientific papers related to the ideal policymaking cycles. In relation to that, the last policy cycle model from Bridgman and Davis (1998, 2004) that had been edited by Althaus et al. (2013) describes eight policy phases that consist of identifying issues and agenda setting, policy analysis, policy instruments, consultation, coordination, decision, implementation, and evaluation. However, the data shows that the PQI framework assessment is based on four policy cycles that are consisted of agenda setting, policy formulation, policy implementation, and policy evaluation.

My team and I conducted a theoretical study in public policy making, also studied several instruments for measuring policy quality in other countries. We study and define a generic and ideal public policy-making process to define a good public policy-making process. (Interviewee #1, Female, Civil Servant, Literature Review on Assessment Framework)

A policy can be formulated properly based on rational and logical considerations. The ideal policy cycle starting from the agenda setting,

formulation, implementation, monitoring and evaluation of policies. (Interviewee #5, Male, Lecturer, Assessment Framework Determination)

Regarding the policy samples that can be evaluated using the PQI, the organization has decided to limit the samples in the initial PQI implementation as a national standard index for measuring policy quality. It is applied because the organization aims to get comparable assessment results about the policy quality in Indonesia. Based the circular letter of the Head of the National Institute of Public Administration No. 22/K.1.HKM.02.2/2021 concerning policy quality assessment guideline, the policy samples of the PQI are ministerial regulations, institutional regulations, regional regulations, and regional head regulations. Those samples are limited to the laws and regulations because the organization has considered about a measurable and documented evidence that can be used as the basis data for the assessment determination of policymaking process. There are also several conditions that have been considered in selecting the policy samples, such as it cannot be a routine policy that regulates internally in a government agency. For instance, a regulation or a policy about internal organization budget, internal organization key performance indicators, or internal organization structures.

The PQI is used to assess ministerial regulations, institutional regulations, regional regulations, and regional head regulations. (Interviewee #8, Male, Civil Servant, Assessment Sample Determination)

The population is limited to ensure that the PQI can be a standardized tool that can be used by all ministries and agencies. Population of the PQI excludes the routine regulations that are internally regulated (Interviewee #3, Male, Civil Servant, Assessment Sample Determination)

The PQI planning process has involved many experts from various background such as policy practitioner from related organizations and academia from universities. It is aimed to get comprehensive insights in constructing the PQI instruments. In order to avoid policy redundancy in terms of policy deregulation as a bureaucratic reform agenda, the National Institute of Public Administration has collaborated with the Ministry of Law and Human Rights because they are also planning to develop the Legal Reform Index to assess the law-making process in Indonesia.

We conducted FGDs with several public policy experts with various backgrounds, there were experts from Academia, NGOs such as the Knowledge Sector Initiative, and public policy practitioners in government organizations such as the Ministry of Law and Human Rights. (Interviewee #1, Female, Civil Servant, Consultation with experts)

In the PQI instrument's development, the National Institute of Public Administration has involved the Ministry of Law and Human Rights

regarding to avoid index's redundancy, and academics from several universities. (Interviewee #8, Male, Civil Servant, Stakeholders Involvement)

As there are several actors involved in the PQI implementation, they have their own roles in the process. NGO has taken role to provide human resources and financial resources needed for the PQI implementation. One of the involved NGOs, the Knowledge Sector Initiative has provided resources to support the Policy Analyst Coaching Centre since the beginning of the PQI instruments development. The NGO has also given technical assistances to the PQI users to improve their understanding in using the PQI because there were many users who did not understand about the PQI concept.

KSI assisted the formulation of a guidebook for the implementation of the PQI measurement. KSI also ensures the utilization of evidence-based policymaking so that the policies are not made based on intuition of policymakers. Therefore, KSI provides technical assistance to ministries, institutions, and local governments to make evidence-based public policies. (Interviewee #5, Male, Lecturer, Role of NGO)

KSI has supported the financial and expert staff needed by the National Institute of Public Administration. (Interviewee #5, Male, Lecturer, Role of NGO)

In addition, the NGO has agenda in promoting an evidence-based policymaking in Indonesia. So, the NGO believes that the PQI implementation may improve the policymaking processes which is also aimed to create better public services. Hence, if a public policy is created based on scientific evidence, then policymakers will be more rationally decide. Related to a consideration of a rational policy which is aimed to maximizes social advantage, it suggests governments should select policies that result in societal gains that outweigh costs by the greatest extent, and governments should avoid policies if expenditure exceeds benefits (Dye, 2013).

Meanwhile, the ad hoc team was assigned to support the PQI implementation because the implementation requires adequate human resources. There are a secretariat team and a regional team for the PQI implementation. Each team has its own roles to succeed the PQI implementation.

The role of the secretariat team is compiling a timeline or schedule. The secretariat team also plays a role in coordination. (Interviewee #10, Female, Civil Servant, Role of ad hoc)

The Java and Bali regional teams play a role in guarding and assisting users from local governments. (Interviewee #11, Male, Civil Servant, Role of ad hoc)

The PQI implementation is an attempt to improve policy quality through the enforcement of the role of policy analyst in the policymaking process. In practice, the

policymaking in Indonesia needs to be improved by implementing evidence-based policymaking, good governance, and public participation involvement. Furthermore, evaluation is carried out to assist public employees and stakeholders in their future-oriented work in acting as responsibly, innovatively, equitably, and inexpensively as feasible. Thus, evaluation can be defined as a technique for tracking, systematizing, and assessing ongoing or recently finished government operations (policies, programs, projects, activities, their effects, and the processes preceding these effects, perceptions of the content of the intervention included). Evaluation includes data gathering, analysis, and the application of value criteria to the results. (Vedung, 2006; Peters & Pierre, 2006). Regarding to the implementation of the PQI is also aimed to create policy quality profile of local government and central governments in Indonesia. So, the assessment results can be considered for further improvement of policy quality in Indonesia.

> The PQI implementation is also aimed to provide further notices on the management of public policymaking. What is to be achieved in the PQI implementation is a structured, systematic, participatory, and evidence-based policymaking. The PQI is looking at the process of making it. (Interviewee #1, Female, Civil Servant, Public policymaking improvement)

> Local governments are more aware of making public policies based on scientific evidence. They are also aware of doing policy analysis and implementing good governance through increasing public participation in

policymaking. (Interviewee #11, Male, Civil Servant, Advantages for targeted users)

Related to the PQI implementation procedure, random sampling methods has been applied in determining the policy samples of the PQI assessment. The samples will be calculated based on the policy population that will be evaluated using the PQI. The sampling process will be automatically selected by the PQI online system. If population of policies from an organization that will be measured using the PQI are just four, then all those policies will be used as policy samples.

Meanwhile, the PQI assessment is conducted based on four policy cycles and each policymaking stage has its own score proportion. Based on the 2021 PQI implementation guideline, agenda setting and policy formulation as part of policy planning will be counted as 45% of overall score. Then, policy implementation and policy evaluation as included in policy outcome evaluation will be calculated as 55% from overall score.

Policies sample selection is determined randomly using the PQI online system. (Interviewee #8, Male, Civil Servant, Methodological of assessment)

In the discussion of the assessment instrument, the board members discussed the distribution of the weight of the assessment in terms of policy planning and policy implementation. The board members agreed to decide the weight

on the planning side of 45% and on the implementation side of 55%. (Interviewee #7, Female, Lecturer, Methodological of assessment)

In terms of the assessment results determination, there are several stages to finalise the assessment final scores. It involves the PQI national team from the National Institute of Public Administration that has responsibility in doing desk analysis, and the Board Members who have role in assessing the final assessment results. As the PQI assessment in a part of bureaucratic reform agenda, then the assessment results will be submitted to the Ministry of State Civil Apparatus Utilization and Bureaucratic Reform.

Firstly, the assessment of the policy sample will be through internal self-assessment by the agency. Then, it goes through desk analysis by the PQI national team. After that, it will go through assessment from the Board Members. The final step will be ended by the announcement of the best practices in the seminar of "sharing best practice of policymaking management in Indonesia. (Interviewee #3, Male, Civil Servant, Technical Implementation)

The PQI assessment results will be reported to the Ministry of State Civil Apparatus Utilization and Bureaucratic Reform. (Interviewee #8, Male, Civil Servant, Methodological of assessment)

The Policy Analyst Coaching Centre has faced several obstacles in the PQI implementation. One of the challenges is determining the methodology that will be applied in the PQI implementation. In the beginning of the index development, the sampling methods was not considered. Then, the organization received inputs related to the sampling methods from the Board Members. After that, the organization decided to collaborate with the Indonesian Statistics Agency to determine the sampling methods. So, the assessment results can be statistically validated.

On the other hand, the Ministry of State Civil Apparatus Utilization and Bureaucratic Reform as the responsible ministry of national bureaucratic agenda, requires that the questionnaires used in the PQI instruments can be easily understood by the PQI users. So, the organization is required to create compact and precise questionnaires. In addition, the PQI is also utilized to delineate factual condition of policy quality in Indonesia based on the ideal policymaking processes that has been compiled by the Policy Analyst Coaching Centre. Then, the assessment instruments should be able to factually capture the policymaking processes.

The constraint in compiling this index is the method used. (Interviewee #1, Female, Civil Servant, Methodological challenges)

The challenge to revise the instrument was how to make compact indicators or questionnaires. (Interviewee #2, Female, Civil Servant, Methodological challenges)

Related to the meaning of public policy that can be concluded that whatever governments choose to do or not to do (Dye, 2013), and it is also can be said as a decision proposed by an individual, group or government that aims to solve a problem (Friedrich, 2007). Then, public policy is not only related to the laws and regulations. However, based on the circular letter of the Head of the National Institute of Public Administration concerning the policy quality assessment guidelines, the PQI population is limited to certain regulations. Indeed, the limited population has been finalized by considering some circumstances, such as comparable and standard assessment among the population.

> The PQI has a weakness in determining the policy population which only includes several regulations. (Interviewee #8, Male, Civil Servant, Methodological challenges)

The PQI has been nationally utilized as a tool for measuring policy quality in 2021. The users of the PQI are all government agencies in Indonesia, both local governments and central governments which are supported with policy analysts to fulfil their responsibility in making public policies. But, based on the practical conditions of policymaking process, not all policy analysts understand the policy cycles very well. It is happened because some of the government institutions do not follow the policymaking cycles that are started from agenda setting to policy evaluation. Consequently, the PQI concept is not immediately understood by the PQI

users. Also, under the bureaucratic reform agenda, there are many indexes used to assess Indonesian government agencies bureaucratic reform performance and the PQI is one of the indexes. For index users, it may take so much time and resources to complete the assessment required. So, it tends to be overwhelmed for index users in Indonesia.

> In practice the terms used in the PQI was not immediately understood by all policy analysts in Indonesia, especially by policy analysts who lack knowledge in the field of public policy. (Interviewee #2, Female, Civil Servant, Conceptual understanding barriers)

> In practice, there many indexes used in government agencies so that it creates confusion. (Interviewee #8, Male, Civil Servant, Conceptual understanding barriers)

The Policy Analyst Coaching Centre is a unit at the National Institute of Public Administration. In order to implement the PQI, if the organization just rely on the internal resources support, then it will not be enough to succeed the PQI implementation. Regarding to the Decree of the Head of the National Institute of Public Administration No. 411/K.1/HKM.02.2/2021 concerning the policy quality measurement implementation team, there are 98 personnel involved as the national team and the Board Members in the PQI implementation. The PQI implementation

has involved all the policy analysts at the National Institute of Public Administration. Also, public policy experts from universities and other ministries.

> Limited human resources of the Policy Analyst Coaching Centre require the organization to involve almost all of policy analysts in the National Institute of Public Administration. (Interviewee #2, Female, Civil Servant, Limited resources)

The figure below shows that the Policy Analyst Coaching Center has only 22 personnel, so it can be concluded that the unit needs external support of human resources.

Figure 5.1: Organizational Chart of the Policy Analyst Coaching Center.
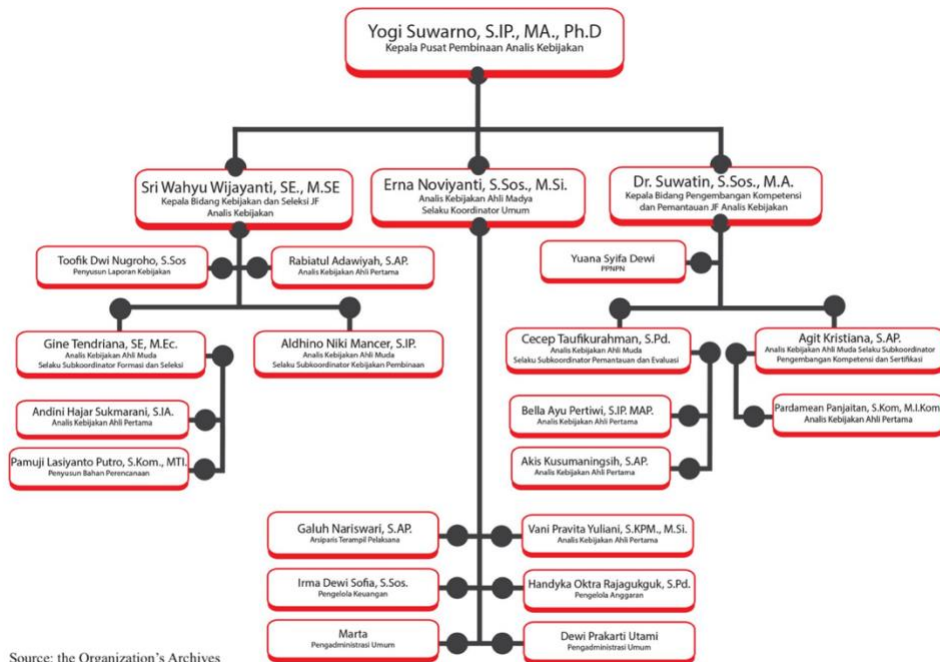
The time allocated for the PQI implementation in 2021 was not enough. In fact, the PQI users need to have more time to understand the concept but the socialization or workshop to introduce the PQI concept was limited. As it is a national index then the users include all government agencies in Indonesia. Surely, to evenly disseminate the information, the organization needs long time to build user's understanding. Otherwise, it may affect the level of user's understanding and participation.

There was limited time for socialization, so that the level of user participation was very low. (Interviewee #2, Female, Civil Servant, Limited resources)

Therefore, related to the PQI online system preparation, the team needs to develop the PQI online system at the same time. However, the online system is needed to be adjusted several times to address the implementation purposes.

There was limited time constraint in setting up the PQI information system in 2021. (Interviewee #3, Male, Civil Servant, Limited resources)

The table below describes the timeline of PQI implementation in 2021:

Table 5.2: The 2021 PQI Implementation Timeline.

THE PQI ASSESSMENT													
Implementation Phases		**Month/ Year 2021**											
		Jan	Feb	Mar	Apr	May	Jun	Jul	Agt	Sep	Oct	Nov	Dec
1	Preparation												
	The PQI online system preparation			▓	▓								
	Socialization/ Workshop:			▓	▓								
	a. The PQI National Team			▓	▓								
	b. Board Member			▓	▓								
	c. The PQI user's team			▓	▓								
2	Implementation												
	Self-Assessment				▓	▓	▓						
	Desk Analysis					▓	▓						
	Board Member Meeting I						▓						
	Validation						▓						
	Board Member Meeting II							▓					
	Seminar/ Awarding								▓				
3	Reporting and Evaluation								▓				

Source: The 2021 PQI implementation guidelines

At the same time, the PQI implementation has been struggled with financial constraint because the organization does not have adequate financial resources to be allocated for the PQI implementation. But the organization got financial supports from NGOs, such as from Knowledge Sector Initiative and Tanoto Foundation. Tanoto foundation has supported financial resources to build the PQI online system, and the best practice seminar as the final phase of the PQI assessment. Meanwhile,

Knowledge Sector Initiative has financially assisted for the PQI instrument development.

> The support for resources owned by the Policy Analyst Coaching Centre is still very lacking, especially in terms of financial resources. (Interviewee #9, Female, Civil Servant, Limited resources)

Regarding to the PQI legal basis, it is just based the Circular Letter of the Head of the National Institute of Public Administration. Although the PQI users are all government agencies in Indonesia. So, to increase the user's participation, the PQI implementation is needed to be regulated by a higher regulation. Otherwise, it may impact the user 's awareness and compliance for utilize the PQI to assess its policy quality.

> In the beginning of the PQI implementation, not all users knew that it is one of Bureaucratic Reform indicators, because the legal basis of the PQI implementation. (Interviewee #2, Female, Civil Servant, Administrative constraints)

> The PQI's legal basis is a Decree of Head of the National Institute of Public Administration, it is not based on higher laws. (Interviewee #9, Female, Civil Servant, Administrative constraints)

The National Institute of Public Administration does not have the authority to force the users. (Interviewee #8, Male, Civil Servant, Administrative constraints)

In addition, the user's compliance can be said was not strong in the 2021 PQI implementation. There were many users who could not finish the filling process in the PQI online system. Surely, it might be impacted to the assessment results. Also, there was resistance from users because they assume that there are too many indexes utilized in Indonesia that are used to assess organization performance.

Many ministries and government agencies did not complete inputting data and information about policymaking process in the 2021 assessment. (Interviewee #8, Male, Civil Servant, User's compliance)

There was resistance from the central government and local government with the assumption that too many indexes were used in measuring Bureaucratic Reform. (Interviewee #2, Female, Civil Servant, User's compliance)

As the time allocated to set up the PQI online system was limited, then it had been affected to the stability of the system. The system is required to cover the users nationally. But the online system could not handle heavy network traffic burden in the 2021 implementation.

In 2021, the PQI online system was unstable, and the users had difficulties to complete data and information filling. (Interviewee #11, Male, Civil Servant, Unstable online system)

The system cannot accommodate users nationally. (Interviewee #12, Male, Civil Servant, Unstable online system)

Chapter 6: Conclusion and Limitation

6.1. Conclusion

The PQI as a national standard index to assess the quality of public policy in Indonesia, has been used to evaluate the policymaking process based on four dimensions, namely agenda setting, policy formulation, policy implementation, and policy evaluation. Yet, based literature review, the policy cycles are not always based those four cycles.

Based on the 2021 PQI implementation guideline, agenda setting and policy formulation as part of policy planning will be counted as 45% of overall score. Then, policy implementation and policy evaluation as included in policy outcome evaluation will be calculated as 55% from overall score. The future score adjustment is expected to deliver the agenda of policy quality improvement in Indonesia.

The index is expected to address the policymaking issues in Indonesia that involving evidence-based policymaking, and stakeholders' participation in policymaking process. But, in practical, there are still many issues related policymaking in Indonesia such as lacks evidence in the policymaking. Through the PQI implementation, the government institutions are required to record properly the process of policymaking so that it can succeed the PQI assessment.

Regarding the policy samples that can be evaluated using the PQI, the organization has decided to limit the samples in the initial PQI implementation as a national standard index for measuring policy quality. It is applied because the organization aims to get comparable assessment results about the policy quality in

Indonesia. The policy samples of the PQI are ministerial regulations, institutional regulations, regional regulations, and regional head regulations. The limited assessment population may not capture the practical and holistic public policy quality in Indonesia.

The PQI planning process has involved many Indonesian policy experts from various background. In order to get broader insights and practical experiences, it will be better if the organization can involve international or regional experts. At the same time, the policy quality assessment may also improve the Indonesian regulatory in the global index.

As the PQI implementation is only based on the circular letter of the Head of the National Institute of Public Administration, the organization is required to improve users awareness and participation to get reliable national data in the assessment process. As Vedung et. al. (2006) mention that evaluation includes data gathering, analysis, and the application of value criteria to the results. Moreover, it also has adopted the Policy Quality Index in 2021 for assessing government institution's bureaucratic reform performance in the area of policy deregulation. Consequently, the PQI is also aimed to create policy quality profile of local government and central governments in Indonesia. Therefore, the organization is also required to create compact and precise questionnaires because the PQI is also utilized to delineate factual condition of policy quality in Indonesia based on the ideal policymaking processes. Then, the assessment instruments can factually capture the policymaking processes and the assessment results can be considered for further improvement of policy quality in Indonesia.

Based on the practical conditions of policymaking process, not all policy analysts understand the policy cycles very well. It is happened because some of the government institutions do not follow the policymaking cycles that are started from agenda setting to policy evaluation. Consequently, the PQI concept is not immediately understood by the PQI users. So, by implementing the PQI, it may able to enhance the role of policy analysts in providing reliable and feasible policy recommendation to policymakers, so that public policy can be made based on rational considerations to maximizes social advantage in particular public services delivery. Also, the delayering policy has impacted to the increased number of policy analysts in Indonesia because there is shifting position from the structural positions which are echelon levels to the policy analysts as a functional position. So, the Policy Analyst Coaching Centre needs to concern about policy analyst's competency enhancement.

Finally, the PQI implementation can be affected by the limited resources and unstable online systems. So, the organization is expected to create feasible and strategic action plans to face those circumstances in the next assessment period to minimize the effect of those issues.

6.2. Limitation

The study has several limitations, even though the researcher has tried to interview various actors involved in the PQI implementation, but the research needs to provide more insights by interviewing more public policy experts in Indonesia. So, it is expected to add deeper analysis related to the PQI implementation based on the conceptual framework. Also, as the PQI users are all government agencies in Indonesia, it can be more comprehensively draw the practical PQI implementation in Indonesia, if the researcher can involve the representative team from another area beside Java and Bali.

Moreover, the researcher has applied the Grounded Theory Approach to analyse the primary data gathered from the interviews, but the study has not developed a grounded theory model of the PQI implementation. Thus, the Grounded Theory Approach has been applied to have a clear guidance for data analysis. Also, it is applied because the research purposes are extracting insights of the assessment process of policy quality using as the Policy Quality Index as a new assessment tool.

As the research has utilized the semi-structured interview with involved actors in the PQI implementation from various background, it seems that the qualitative method may not be enough to generalize the determinant factors of the PQI implementation. So, it requires future research validation through follow-up studies using quantitative methods with wider population.

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Decree of the Head of the National Institute of Public Administration Number 411/K.1/HKM.02.2/2021 concerning the policy quality measurement implementation team.

Circular letter of the Head of the National Institute of Public Administration of the Republic of Indonesia, number 22/K.1.HKM.02.2/2021 regarding the guidelines for measuring policy quality.

Appendix

Interview Protocol

My name is Cempaka Noor Kumala Izza. Currently, I am student at Seoul National University of the Republic of Korea for master's degree Program in Capacity Building for SDGs. I am going to conduct research about "**Assessing Indonesian Public Policy Using the Policy Quality Index: A Case Study of the National Institute of Public Administration of the Republic of Indonesia**". This research aims to identify and analyze Indonesian public policy assessment using the Policy Quality Index.

I would like to express my gratitude for your participation in this interview. As you are very valuable and responsible person for the implementation of the Public Policy Quality Index (Indeks Kualitas Kebijakan) at the National Institute of Public Administration of the Republic of Indonesia, I believe that your experiences and insights will assist in understanding Indonesian public policy assessment using the Policy Quality Index.

I am committed to keep all your responses confidentially. Also, all the data and information collected in the interview will be used only for academic purposes. The interview will be recorded only with participant's approval. It will be very helpful and comprehensive for the study if the participant can answer all the questions. Eventually, thank you very much for your kind cooperation and participation in the study.

Best Regards,

Cempaka Noor Kumala Izza
Global Master of Public Administration
Seoul National University

Questionnaire for the Study of:

"Assessing Indonesian Public Policy Using the Policy Quality Index: A Case Study of the National Institute of Public Administration of the Republic of Indonesia"

1. Full Name : ……………………………
2. Position : …………………………..
3. Working Experience/ : …………………………..
   Previous Position
4. Working Length : ….years

1) How does the implementation of public policy quality assessment in Indonesian governmental agencies using the Policy Quality Index?

   a) What has been the main background for implementing the Policy Quality Indexes as a policy's performance measurement?

   b) How was the process of determining the Policy Quality Indexes as a measurement for public policy in Indonesia?

   c) Who are the stakeholders in the process of preparing the PQI as a measuring tool for public policy in Indonesia?

   d) How is the collaboration process between the National Institute of Public Administration with other/related agencies or stakeholders in the process of preparing and determining the PQI as an assessment tool for public policy in Indonesia?

   e) How the PQI will be able to overcome public policy problems in Indonesia?

   f) How many resources (time, human resources, and costs) are needed to establish and implement the PQI as an assessment tool for public policy in Indonesia?

g) What are the strategies taken to maximize the use of resources in the implementation of the PQI?

h) Is the PQI the only assessment tool for public policy in Indonesia?

i) How to avoid bias and improve assessment accuracy when using the PQI as a tool to assess public policy quality?

j) Are there any gaps in data and information used in assessing the quality of public policies?

k) What things are expected to be achieved by using the PQI as a tool to assess public policy quality in Indonesia?

l) How about the response of stakeholders related to the PQI implementation as a tool to assess public policy quality in Indonesia?

m) Who are the stakeholders involved in the PQI implementation as a tool to assess public policy quality in Indonesia?

n) Is there any resistance of the PQI user in the PQI implementation as a tool to assess public policy quality in Indonesia?

o) What are the strategic initiatives taken to encourage the users to accept and become adapted for using the PQI as a tool to assess public policy quality in Indonesia?

p) Are there any plans to develop the PQI that is currently being used? If so, what steps will be taken to develop the PQI?

2) What are the challenges for assessing Indonesian Public Policy using the Policy Quality Index?

a) What things affect the implementation of the PQI as a tool to assess public policy quality in Indonesia?

b) How does this affect the implementation of the IKK as a tool to assess public policy quality in Indonesia?

c) What are the strategies used to overcome the obstacles that arise in the PQI implementation?

국문초록

정책품질지수를 이용한 인도네시아의 공공정책 평가

인도네시아 국립행정연구소의 사례연구

Cempaka Noor Kumala Izza

정책품질지수(Policy Quality Index, PQI)는 2021년부터 인도네시아 공공정책의 질을 평가하기 위해 전국적으로 활용되고 있다. 그러나 정책 결정 과정은 직관, 정치적 관심, 여론, 이념에 따라 이루어지는 것으로 보인다. 사실 정책의 질을 측정하는 것은 특히 복잡한 문제에서 그리 쉽지 않다. 그와 관련하여, 명확하고 표준화된 지표와 절차를 통해 정책의 질을 적절하게 측정할 수 있다. 따라서 본 연구의 목적은 인도네시아 정부기관의 정책품질평가를 위한 정책품질지수의 구현과 공공정책품질평가 과정의 과제를 파악하고 분석하고 논의하는 것이다. Charmaz의 문헌을 기반으로 한 근거 이론 접근법을 적용하여, 본 연구는 다음과 같은 주요 데이터를

식별하고 분석하는 것을 목표로 한다.

PQI 구현에 참여하는 예비 행위자와의 반구조적 인터뷰를 통해 수집되었다. 인터뷰 자료를 바탕으로 1) 구현 배경, 2) 지수 방법론 개발, 3) 협업 구현, 4) 이해관계자 역할, 5) 구현 편익, 6) 구현 절차, 7) 구현 제약 등의 선택적 코딩 또는 주요 주제가 생성되었다. 언급된 주요 주제는 축 코딩에서 생성된 2차 범주와 초기 코딩에서 얻은 1차 개념으로 구성된다. 이 연구는 PQI 시행이 여전히 모순되고 일관성이 없고 모호하며 해석이 다양한 법과 규제를 관리하기 위한 정책규제완화 분야의 관료개혁 의제와 관련이 있음을 발견했다. 따라서 인도네시아의 관료개혁 관리 권한을 가진 공인기관으로서 국가공무원제도활용관료개혁부는 2021년 정책규제완화 분야에서 정부기관의 관료개혁 성과를 평가하기 위해 '정책품질지수'를 채택하였다. 이와 함께 수집된 자료를 통해 PQI 프레임워크 평가는 의제설정, 정책수립, 정책추진, 정책평가로 구성된 4가지 정책주기를 기반으로 하고 있음을 알 수 있다. PQI를 사용하여 평가할 수 있는 정책 샘플과 관련하여, 정책 품질을 측정하기 위한 국가 표준 지표로서 초기 PQI 구현 시 샘플을 제한하기로 결정하였다. 인도네시아 정책의 질에 대한 비교 평가 결과를 얻는 것을 목적으로 하기 때문에 적용된다. PQI의 정책 샘플은 장관 규정, 제도 규정, 지역 규정 및 지역 책임 규정이다. 에서

정책 수립 과정에서 의제 설정부터 정책 평가까지 시작되는 정책 수립

주기를 정부 기관이 따르지 않아 이용자들의 이해와 참여 수준도 낮다. 그

후, 조직은 또한 PQI 구현에서 제한된 재정 및 인적 자원에 직면했다.

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