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Policy Brief

The Mechanism of Micro, Small, and Medium Enterprise's Data Integration in Indonesia for Targeting Social Assistance and Empowerment Programs

Primary Messages

- Developing sustainable livelihood programs for poor and vulnerable people through strengthening the economy of micro, small, and medium enterprises (MSMEs) is currently the government's primary strategy, especially during the Covid-19 outbreak.
- It is necessary to have a beneficiary database that is used and acknowledged by all parties as a basis for providing various assistance such as capital assistance, energy subsidies, tax relief, or other required interventions.
- The Vice President of the Republic of Indonesia has issued instructions to immediately identify micro and small enterprise data to assist various parties, both government and non-government, and to develop an initial database of micro and small enterprises in Indonesia.
- It is necessary to integrate and consolidate data across agencies so that the government, agencies, or other parties can use it to provide assistances or program empowerment interventions.
- Integrated data allows the government to provide more effective and accountable assistance to MSMEs.
- MSME data task force need to be formed to oversee the mechanism for data collection, updating, and management to ensure that there is a recognized database that is accessible by various parties.

THE ROLE OF MICRO, SMALL, AND MEDIUM ENTERPRISES FOR INDONESIA'S ECONOMY

The contribution of MSMEs to Indonesia's economy is quite significant: MSMEs produce consumer goods and services that are close to people's needs. Most MSMEs utilize local

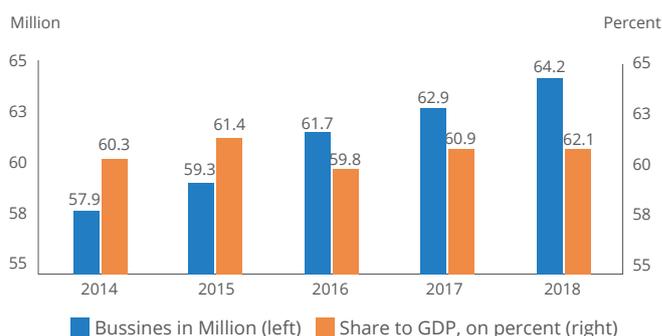
resources and businesses with the use of a relatively small amount of capital. MSMEs are capable in providing a buffer during an economic crisis, however, the data indicate that the average productivity of MSMEs is still relatively low. Empowerment and improvement of MSMEs' performance will have an impact on economic progress and poverty reduction.

The contribution of MSMEs to Gross Domestic Product (GDP) reached 61.1 per cent in 2018, and the number of MSMEs continues to grow annually (Figure 1). In 2018, there were 64.2 million MSME units—an increase from 57.9 million MSME units in 2014. Based on data from the Ministry of Cooperatives and Small and Medium Enterprises in 2018 and BPS in 2016, MSMEs were capable of providing 99 per cent of employment in Indonesia and absorbing up to 97 per cent of total workers, however, some are unpaid workers and workers who need protection.

Most MSMEs have operated for more than ten years, but many are constrained in scaling-up their businesses, mainly due to financing requirements. For capital, most MSMEs are established using their own capital and employ an average of only two workers. According to an economic survey conducted by BPS, most MSMEs (93 per cent) did not have legal entities and did not have good administration—especially in terms of financial reports. In addition, a common problem faced by MSMEs is the low quality and capacity of human resources in business management.

MSME needs—such as licensing, financing, and marketing—have not received full support from government. The high-interest rates for capital and the availability of collateral are the reasons for MSMEs not accessing enterprise finance for enterprise expansion. The complexity of licensing has resulted in many MSMEs not registering their businesses and causes difficulty in accessing various programs prepared by the government.

Figure 1: The Number of MSME Units and Share of GDP



Source: Ministry of Cooperatives and Small and Medium Enterprises (SMEs), Statistics Indonesia (Badan Pusat Statistik: BPS), processed by the National Team for the Acceleration of Poverty Reduction (TNP2K) Secretariat (2020).

MSME'S CONDITION DURING THE COVID-19 PANDEMIC

The MSME sector has also been affected by the Covid-19 pandemic—from disruption of raw material supplies to credit payments requiring restructuring and declining sales. However, the largest decrease was experienced by MSMEs that rely on offline sales. It also could raise the bad credit of MSME's and the termination of employment (LIPI 2020).

The results of study conducted by Coordinating Ministry for The Economy shows that impact of the Covid-19 pandemic on MSME's showed an impact on two sides. The impact of MSME's are in the reduction of sales, business closures both temporary and permanent, cash-flow and access of credit, also the difficulties of distribution of raw materials. In the other side, the impact of financial liquidity and decreased of solvency as well as the potential and increases for non-performing loans (NPLs).

Study from The World bank's in May-June 2020 to the merchants of one national market place platform shows that 46 percent of merchants who on average sold 71 percent of their sales online, reported a decline in total monthly sales (both online and offline). Merchants with declining sales also reported as constraints that should be faced that there are a slowdown in demand and GOI containment measures such as closures of malls, store and other trade centre. Other problems that faced by merchants is the difficulties of supplies, especially on materials/finished goods that imported from China.

To anticipate a further downturn in the MSME sector, especially in terms of cash flow, the government issued Presidential Regulation No. 72/2020. This serves as the legal umbrella for various stimulus programs totalling Rp 123.46 trillion for economic recovery and to encourage public spending (Table 2).

Table 1: Business Scale Categorization According to Law No.20/2008

Total MSME Stimulus
123.46 Trillion
1. Interest subsidy: Rp 35.28 trillion
2. Placement of funds for restructuring: Rp 78.78 trillion
3. Expenditure on Guarantee fee: Rp 5 trillion
4. Guarantee for working capital: Rp 1 trillion
5. Final Income Tax of MSMEs: Rp 2.4 trillion
6. Revolving Fund Management Agency of Cooperatives and Micro, Small, and Medium Enterprises (Lembaga Pengelola Dana Bergulir Koperasi Usaha Mikro Kecil dan Menengah: LPDB KUMKM): Rp 1 trillion

Source: Law No. 20/2008 concerning Micro, Small, and Medium Enterprises.

In its implementation, one of stimulus program called President Assistance for Micro Enterprises have to deliver the grant for around 12 million micro enterprises. The assistance needs by name and address data that includes the type of business and their bank account number and also verify the data from the capital credit and investment from banking institutions.

Integrated and managed data should be channelled to the right business units, local government, financial institutions and others to ensure the accuracy of program targets so that the program succeeds in protecting the sustainability of enterprises.

The Vice President instructed the ministry to identify the MSME's data immediately from various parties an initial database to provide assistances

THE POTENTIAL OF DATA TO TARGET MSME ASSISTANCE AND EMPOWERMENT PROGRAMS

To determine program target recipients, initial information is required regarding business units that are still active. For this reason, the data requirement contains information on the name, address, and type as well as the size of essential enterprises. The data on some MSMEs are available but scattered across, and managed by, various parties—this needs to be integrated into one repository. The various sources of the data are detailed in the following sub-sections.

1. Data on MSMEs in the Non-Agriculture Sector Economic Census and Agricultural Census Data (BPS)

There are two databases sourced from BPS that can be used: the economic census and the agricultural census. The 2016 Economic Census data included MSME units as part of the enumeration. It should be noted that the 2016 Economic Census did not cover the agricultural sector. Based on the 2016 Economic Census data, there were around 26 million micro and small enterprises—equivalent to 98.32 per cent of all businesses in the non-agricultural sector.

Table 2: Number of Enterprises and Workers by Type of Enterprise in Indonesia

Category	Number of Enterprises	Percentage of All Enterprises (%)*	Number of Workers	Percentage of All Workers (%)
Micro	23,864,230	89.34	41,032,298	58.35
Small	2,399,419	8.98	12,609,226	17.93
Medium	412,208	1.54	8,132,148	11.56
Large	35,144	0.13	8,546,794	12.15
Total	26,711,001	100.00	70,320,466	100

Source: Results of Enterprises/Company Registration for the 2016 Economic Census (BPS 2017).

Note: number of percentages is rounded

The Economic Census data covers all enterprise sectors—especially manufacturing and services, and trade and tourism. Detailed information on economic census data includes: (i) assets, expenditures, and sources of capital; (ii) electrical energy sources; (ii) use of LPG gas as part of production factors; (iv) education level of business leaders; (v) production market-oriented—that is, domestic and export; (vi) access to financial institutions (including banks); and (vii) participation in training.

The second source of BPS data is the 2013 Agricultural Census that enumerated 26.1 million household business units in agriculture. In its implementation, the data from the two censuses faces a crucial issue. Based on Law No. 16/1997 on Statistics, the data in these two censuses is confidential-making it difficult for it to be accessed and used by ministries and agencies. If the data sourced from BPS is implemented, strong support from the government will be required to protect the position of BPS as the data holder.

2. Data on Households Owning Business Units in Integrated Social Welfare Data (Ministry of Social Affairs)

Another data source that can be used in targeting MSMEs is the Ministry of Social Affairs' Integrated Social Welfare Data (*Data Terpadu Kesejahteraan Sosial: DTKS*). Although the data unit is households, DTKS can identify which households operate as business units. Given that the database includes data on households with welfare levels in the lowest 40 per cent in Indonesia, it can be assumed that the business units in it are home-based business units with the characteristics of micro and small business units. The data could be defining through the status of main employment by taking status self-employed, Employer assisted by unpaid workers and employer assisted by paid workers and using information on column 20 for the information of their business field (figure 2).

Figure 2: Information in DTKS Regarding Business Ownership

Code of Column 20 Business fields of the main job:	Code of Column 21 Main employment status:
1. Agriculture of rice & secondary crops	1. Self-Employed
2. Horticulture	2. Employer assisted by temporary/unpaid workers
3. Plantation	3. Employer assisted by permanent/paid workers
4. Capture fisheries	4. Employees
5. Aquaculture	5. PNS/TNI/Polri/BUMN/ BUMD/ members of parliament
6. Animal Husbandry	6. Agriculture casual employees
7. Forestry and other agriculture	7. Non-agriculture casual employees
8. Mining/excavation	8. Family/unpaid workers
9. Processing industry	
10. Electricity and gas	
11. Building/construction	
12. Trade	
13. Hotel & restaurant	
14. Transportation & warehousing	
15. Information & communication	
16. Finance & insurance	
17. Educational services	
18. Health services	
19. Community, government, individual services	
20. Scavenger	
21. Others	

Source: BPS and Ministry of Social Affairs 2015.

There are nearly 10.5 million business units (or precisely 10,458,674) listed in the DTKS (Table 4). There is a division of group classifications in the DTKS based on welfare level: deciles 1 to decile 4; decile four-plus; and non-decile. The level-based division makes targeting easier—especially if there are budget constraints.

Table 3: Number of Households Owning Businesses in DTKSS

Decile	Number of Households	Number of Households with Business	Percentage of Households with Business (%)
1	6,237,320	2,563,118	24.51
2	6,136,179	2,371,576	22.68
3	5,915,978	2,209,248	21.12
4	3,685,930	1,447,448	13.84
4 Plus	4,325,615	1,788,761	17.10
Non-Decile	1,007,488	78,523	0.75
Total	27,308,510	10,458,674	100.00

Sumber: Data Terpadu Kesejahteraan Sosial Berdasarkan SK Mensos 8/ HUK/2019

Households in DTKS are households targeted in social assistance and national social security programs. Households in deciles 1-2 have received at least three kinds of programs: (i) the Family Hope Program (*Program Keluarga Harapan: PKH*); (ii) the Sembako Program; and (iii) the National Health Insurance Program (*Jaminan Kesehatan Nasional: JKN*). Most households in decile 3 receive Sembako and JKN programs. A total of 68.31 per cent of business-owning households in the DTKS, with or without labor assistance, are therefore, in the three lowest wealth deciles. It is highly possible that the data and information on households targeted for MSME assistance and empowerment programs are complete, but it is still necessary to validate their business data.

3. Data on MSMEs Assisted by Associations, Agencies, and Banking (Ministry of Cooperatives and SMEs)

The Ministry of Cooperatives and SMEs cooperates with MSME associations, banking agencies, credit agencies, and MSME advisory agencies to collect MSME data to provide access to productive social assistance. Through this collaboration, data on more than 19 million micro-enterprises is targeted for collection (Table 5). Data can also be sourced from the Coordinating Ministry for Economic

Affairs (People's Business Credit: *KUR*) and the Financial Services Authority. It is, however, necessary to regulate how to access and use the data, given that the data cannot be published. It is also expected that there will be a broader range of options for obtaining information about potential MSMEs as prospective beneficiaries. Collaboration can be carried out through banks which have provided financial facilitation and empowerment for MSMEs.

Table 4: The Number of Micro-Entrepreneurs Based on the Identification of Various Agencies*

No	Data Source	Total Micro	%
1	PT PNM	5,982,348	31.29
2	Department of Cooperatives and SMEs	2,660,913	13.92
3	Cooperative movement	294,552	1.54
4	Pawn shops	5,440,224	28.45
5	Association of Indonesian Rural Banks (Perbarindo)	15,657	0.08
6	Association of Regional Development Banks (Asbanda)	125,540	0.66
7	State-owned Bank Association (Himbara)	3,939,941	20.61
8	Government Investment Center (Pusat Investasi Pemerintah: PIP)	468,917	2.45
9	Micro waqf bank	13,534	0.07
10	Ministry/agencies	177,566	0.93
Total		19,119,192	100

Source: Presentation of the Ministry of Cooperatives and SMEs, August 2020.

Note: *Numbers before the cleaning, validation, and verification processes.

Data from banks, associations, or other agencies constitutes the data of MSMEs that have received assistance, so the data may contain detailed information that has been verified and validated by each institution. In addition, in the implementation of assistance and empowerment programs in the future, these institutions can be a catalyst to ensure that the assistance and empowerment are given to the appropriate businesses. One note of caution is data duplication with MSMEs listed in two different sources, so data verification and validation are still required before the program is launched.

4. MSME Data from Other Alternative Sources

Another data source that can be considered is the electricity customer data owned by the State Power Company (*Perusahaan Listrik Negara: PLN*) on business and industrial customers—estimated at over one million customers. This data has been verified and validated, making it easier for ministries and agencies to use it.

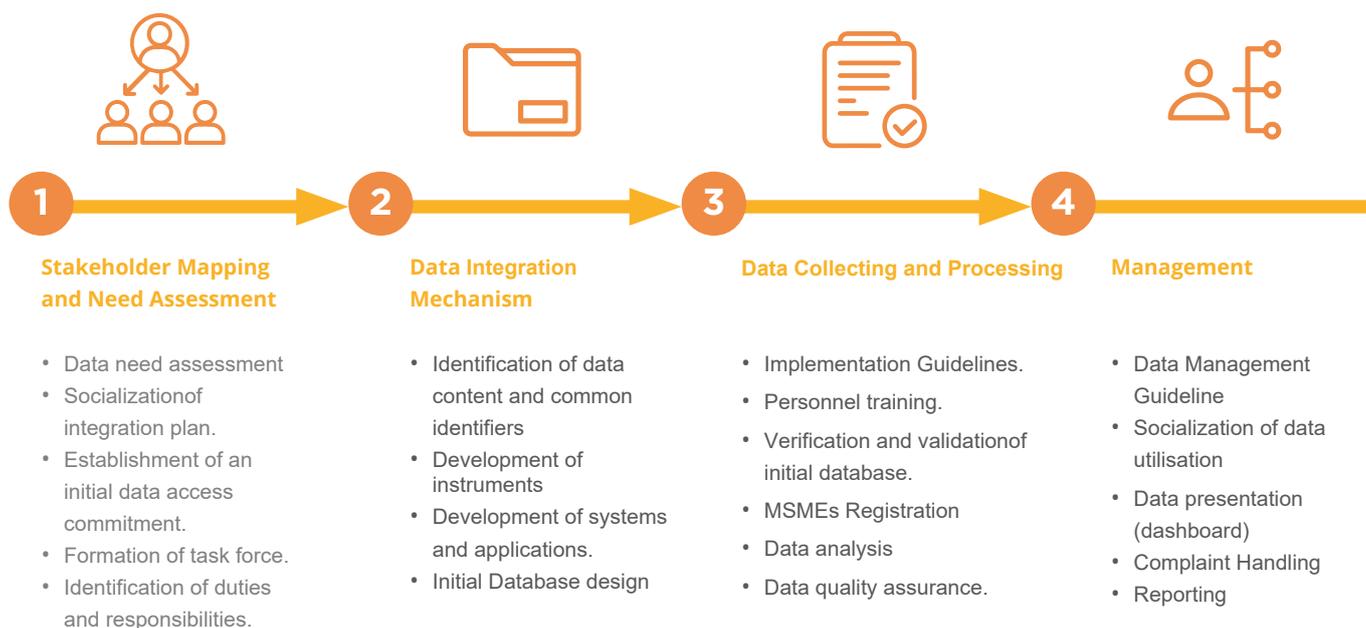
There are still business units that have not been registered in the financial system or other systems, so these business units cannot access the assistance or empowerment programs provided by various parties. In addition, the scope and range of the programs remain difficult to access by business units at the present time. On the other hand, the government also faces problems in reaching business units since no information can be accessed to determine program targets.

A registration mechanism has been developed by the Ministry of Cooperatives and SMEs so MSMEs can register their business unit as a potential program recipient by submitting a statement letter, together with the required data and information. The system is an offline mechanism—with registrations sent by email. One of the problems with the offline registration mechanism is that the data format in the proposal has not been standardized. It is, therefore, necessary to select the main variables to be employed. Registration is available online via the Android platform. Online channels are utilized to increase participation and expand coverage. As with the data identified by banking institutions, it is necessary to verify and validate the data to ensure that there is no duplication, and the business unit is still operating when the program is run.

THE MECHANISM FOR INTEGRATING MSME DATA

An integrated database can help synchronize and integrate data between programs to increase the target effectiveness and general affordability across MSME assistance and empowerment programs (Figure 3). Through the integrated MSME data, it is expected that this data can be used for all MSME assistance and empowerment programs at the national and regional levels. With the integrated data, program implementers can identify who and where the business units engage, how the businesses progress, and what programs have been accessed.

Figure 3: The Process of MSME Data Integration



Monitoring and Evaluation

Source: Processed by the author, 2020.

STAKEHOLDER MAPPING AND NEED ASSESSMENT

It is necessary to identify stakeholders based on their interests and strengths and the importance of the data integration that will be carried out. In this stage, it is vital to ensure the commitment of stakeholders in providing access to data on existing program recipients and a commitment to updating data in the future.

Stakeholders in this integration process can come from various backgrounds, including government or non-government, institutions or individuals, policy makers, and business operators.

1. Business actors - can be identified based on their business sector, business scale, and legal entity.
2. Program implementers - ministries and government institutions managing the MSME program, BPS as the organizer of data collection for various censuses on MSMEs, and agencies in charge of cooperatives and MSMEs in provinces and districts/cities.
3. Associate agencies - cooperatives, banking, and finance companies, government credit channeling agencies (SoEs or public service agencies).

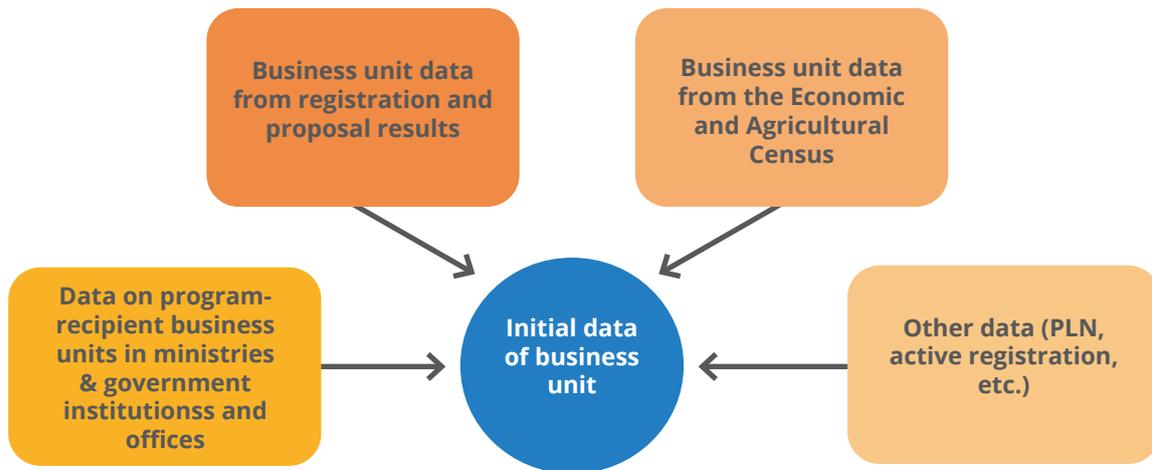
At the beginning of the implementation, it is also necessary to establish a data cluster that monitors the implementation of the integration process and ensures the quality of the resulting data. Data clusters can be overseen

by the Coordinating Minister for Economic Affairs to direct the data integration process and ensure that the quality of data resulting from the integration implementation is monitored. The implementers can be aligned with the duties and functions of each ministry and government institution to ensure there is a role for local governments and stakeholders to build a shared commitment in updating the data in the regions. The Ministry of Home Affairs, as the supervisor of government performance in the regions, can help ensure this role through various regulations that can form the basis of local governments in budgeting and updating and managing the data. In the initial process, identifying the data need and availability of resources for all stakeholders were also carried out, including what capacity currently exists in each agency, and their future needs for software, hardware, or brain ware. In this activity the road map of integration should be developed by dividing the stages of the implementation according to programs needs.

INITIAL DATA AND MECHANISM PREPARATION

Data preparation is the main stage in the integration process. The process of identifying potential data is carried out by collecting business unit data from various parties to serve as the primary data to be integrated. Initial data collection requires basic information that can be employed to carry out the integration process. At this stage, the various variables needed for each database to be integrated are arranged.

Figure 3: Identification of Initial Data Sources



Source: Processed by the author, 2020.

The process of collecting existing data requires a data cleaning stage to adjust the format and leading indicators in the data and ensure that there is no data duplication included in the initial list. This data cleaning should also take account of the form of business in case it is owned by a large business with several small business units, or it could be that the business is a franchise of a larger parent company.

In determining the primary indicator, it is vital to identify each indicator that will be used. The expert panel from various ministries and agencies can assist in this identification process. In this process, consensus on the definition of MSME data to be integrated can be made. One of the suggested data indicators that is important to identify early is the name, address, National Identity Number (Nomor Induk Kependudukan: NIK), and type of business, to ensure it conforms to the data integration format. The tax identification number (Nomor Pokok Wajib Pajak: NPWP) and account number can be the second primary indicator of the data collected.

In preparing the target data, it is also essential to prepare the data distribution by considering regional aspects. An overview of business units can, therefore, be prioritized in each region, district, and city. This data distribution is also used to ensure that each sector in the business unit can be identified as a beneficiary. The government can utilize the data distribution in determining the number of potential beneficiaries and the size of budget required based on the prioritized regions and business sectors.

The Ministry of Cooperatives and SMEs can initiate collecting program data from the managers of the MSME assistance and empowerment programs. The main objective of this stage is to ensure that the initial list of MSMEs with name, address, type of business can be used as the initial list for

data integration. A list of business units based on the results of the BPS census can be collected through an agreement between the Coordinating Ministry for Economic Affairs as the head of the data cluster and BPS. If the agreement process cannot be carried out rapidly, however, this stage can still be initiated by collecting data from existing programs, and the registration process carried out in the regions.

DATA VERIFICATION AND VALIDATION

The process of data verification and validation based on the initial list is the most important process in integrating the data. The verification and validation guidelines should be implemented in the field. Verification and validation are the processes of checking and completing the data to ensure that the data collection process is in line with conditions in the field and fulfill requirements.

The data collection process in the field is a process with significant implications for the budget, however, as the first step in data integration, this process is essential. This process is to ensure the sustainability of the business units in the initial list and improve the data according to the conditions during the data collection and to ensure that the main information from the business unit can be collected. Verification and validation can be carried out by two mechanisms—that is, active and passive mechanisms:

- The active mechanism is carried out using an independent updating system. The Ministry of Cooperatives and SMEs providing a self-updating systems and applications that can be accessed by business units or their assistants to update, improve, and complete their business data according to existing

conditions. The advantage of this mechanism is that the government does not need to the cost of surveys or direct visits or personnel in the field because the business units or their assistants are proactive.

- The passive mechanism is carried out by visiting the business units and verifying and validating the data in the initial list directly by the officer appointed by the ministry/agency/office. One of the advantages of direct visits is that they can observe the physical condition of each business unit so that the business profile can be immediately described.

Both methods have their strengths and shortcomings, both in terms of time, cost, or human resources. Therefore, a combination of the two will be the best solution to ensure that all existing business units can be captured. Monitoring and evaluating both processes are necessary as part of the quality assurance process on the data collection results and process.

DATA MANAGEMENT

In this stage, data management guidelines are required. These should contain a mechanism for socialisation and education, a mechanism for cleaning and validating the data resulting from data collection, data utilisation mechanisms and procedures, instructions for data analysis that can be carried out, and a complaint mechanism. An agreement from the task force is required on these mechanisms. The data cleaning process is conducted to ensure that the data format is appropriate. This process also guarantees the quality of the resulting data, from the perspective of validity, accuracy, completeness, consistency, and data uniformity.

The way of presenting data in the form of graphs, tables, or maps is also part of the data management stages. The ministry appointed as the manager can present data in aggregate or detailed form for each business unit—depending on the user's needs. In addition, the resulting data can be further processed and analysed and combined with other databases—both macro and micro data. Data managers should also ensure that the data transfer and access system make it easy for all parties to use it by continuing to ensure that it is functional and provides feedback on the requested data. In that way the resulting database can continue to be updated.

MONITORING TO MAINTAIN THE QUALITY OF DATA INTEGRATION RESULTS

MSME data has national coverage as well as different numbers, types, and characteristics of business units. The governance mechanism, the implementation of verification and validation, and the presentation of good quality data resulting from data collection are quite challenging.

Accordingly, in the implementation process, there is a need for a comprehensive supervision and monitoring system to cover all stages of the data collection.

The monitoring team for implementation activities in the field can be filled by the head of the office in charge of cooperatives and MSMEs or by the Regional Development Planning Agency (Bappeda) and the provincial or regency/municipal BPS. Monitoring is carried out for each stage in the data integration process by monitoring deviations against the agreed Standard Operating Procedures. Furthermore, monitoring the verification and validation implementation aims to control the results of the form filling conducted by an enumerator in the field. It is expected that the monitoring process can serve as an early warning and an evidence base that ought to be immediately followed up by those in charge of data collection to support the implementation and development of data policies and the provision of necessary data services.

Given that many national economic recovery programs presently focus on MSME recovery, it is essential to immediately undertake the steps, activities, and provide the time to implement the integration of data on existing MSMEs. The steps taken do not have to be for the entire business unit, but steps can be taken to facilitate and conform to the current government's needs.

RECOMMENDATIONS

- National MSMEs data with the name, address, type of business, the NIK of the business owner, and other information is required to make it easier for the government to provide more effective and accountable assistance to MSMEs.
- The MSMEs data integration process requires the commitment of all stakeholders at the central level, regional governments, cooperatives, associations, banks, and the business world—to ensure that data and information on business units are updated according to the agreed period.
- It is necessary to have a clear definition of MSMEs that can be used by all parties so that the integration of the data could be easier.
- A ministry is required to manage the data from the integration handled by human resources with data processing capabilities and a fair, transparent, and accommodating management system.
- It is crucial to advocate for various parties on how to utilize data by using various data analysis and reporting strategies, such as dashboards and other analytical applications.
- The concept of active registration through on-demand application can be a solution to accelerate data collection. It is, however, necessary to ensure the commitment of all regions to be capable of running the mechanism.
- It is important to develop a MSMEs data integration road map that identifies the stages and integration implementation time and the size of the business unit to ensure this process is in line with the program plan.
- A data task force is needed to ensure the quality of the data generated and utilized as required.

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