Acceleration of One Indonesian Data through Collaborative Governance in Indonesia

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Abstract. This study aims to analyze the acceleration of one data Indonesia through collaborative governance. Data quality is a necessity for every country. Unfortunately, data accuracy between regions down to the central level faces various problems. Indonesia already has the One Data Indonesia program but the development and progress of the program being managed requires adaptive and flexible collaboration. Qualitative research uses data collection techniques of observation, interviews, and documentation. The study's results found (1) Challenges in solving substantive problems by identifying the problem of differences in data from government institutions. The problem is that each institution defines the problem from its point of view. So that the problem will be increasingly difficult to define because of the different perspectives of the parties collaborating on an issue (2) Challenges in the collaboration process, the issue of open data, data validity, and single data are faced with many problems, one of which there are 24,400 thousand applications that stand alone so that integration becomes difficult. There is a sectoral ego where the institution or agency is unwilling to share its data. (3) The challenge of multi-relational accountability in implementing the acceleration of SDI at the provincial, city, and district levels. Many regions still have not carried out the mandate of the Presidential Regulation on SDI due to various reasons.

Keywords: Acceleration; One Data; Collaborative; Governance

INTRODUCTION

Data is a new kind of wealth for every nation. Now data is more valuable than oil. Therefore, data sovereignty must be realized. Citizens' rights to personal data must be protected. The regulations must be prepared immediately; there should be no compromise; this was conveyed by the President of the Republic of Indonesia, Joko Widodo, in his State of the Union Speech on August 16, 2019, as a form of commitment to creating One Indonesian Data (called: SDI). The issuance of Presidential Regulation Number 39 of 2019 concerning One Indonesian Data creates a relationship between the central government and the regions and between the government and the community.

The implementation of SDI is guided by Presidential Regulation Number 39 of 2019, which regulates the implementation of SDI at the central and regional levels involving many related

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institutions or institutions. In addition, in its implementation, a single data forum will be formed both at the central and regional levels. The institutions or agencies involved in accelerating SDI consist of the Steering Committee; Data Builder; Guardian data; and Data Producers. In addition, the formation of a one-data forum is a coordination forum for data supervisors and guardians (Agranoff & McGuire 2003; Peled, 2011), Collaborative management is a concept that describes facilitation processes and operates in a multi-organizational plan to solve problems that cannot be solved or solved easily with only a single organization.

The government encourages SDI because, at this time, there are differences in data in each institution in Indonesia. The Indonesian Ministry of National Development Planning (Bappenas) said that differences in definitions and different ways of collecting data made the data of each ministry and government agency out of sync (Ristianto, 2019). Data discrepancies, such as the Covid-19 death data between the central and regional governments, frequently occur.

Based on data from the Ministry of Health on Wednesday, July 21, 2021, the Covid-19 death rate was reported to have reached 71,397 people. However, according to data compiled by LaporCovid-19, deaths reached 98,014 people. Data from the Ministry of Health, the death toll reached 15,364, and LaporCovid-19 recorded 26,424 deaths, a difference of 11,060 people. The difference in West Java reached 6,284 people, DIY with a difference of 743, West Kalimantan with a difference of 616, Lampung with a difference of 389, and Banten with a difference of 350 people. Another data problem in Indonesia is that Indonesia still does not have an integrated data center. "Based on data from the Ministry of Communication and Information (Kemenkominfo), Indonesia has 2,700 data centers spread across 630 ministries/agencies and local governments (Direktorat LAIP, 2021). In addition, "the weakness of Indonesian open data is the lack of ability to link existing data with other data sources (Gunawan & Amalia, 2017).

The difference in data is also found in the issue of the number of stunts in Semarang City in 2021. Data from the Semarang City Health Service shows that children who experience stunting 3.1 percent but the Ministry of Health data records 21.3 percent (Kemenkes RI, 2021). If we refer to the problem of data chaos in Indonesia, the concept of "collaboration has become an important instrument for public management because it can encourage different stakeholders to understand their differences and to achieve common goals by combining human and material resources (Lasker et al., 2001; da Silva, Castro, Ribeiro, & Lopes, 2014)).

The implementation of SDI is guided by the concept of governance which prioritizes the principle of cooperation and explains the phenomenon of collaboration in the administration of government affairs and services developed by several experts with the term collaboration

(collaborative governance). Over the last two decades, a new "collaborative governance" strategy has been developed. The governance model brings several stakeholders together in the same forum as public institutions to engage in consensus-oriented decision-making (Ansell & Gash, 2008). Collaborative governance is the basic principle, namely the existence of equal relations between stakeholders in the public, private, and community sectors based on consensus through deliberation (Sullivan & Skelcher, 2002; Huxam, 2008; Innes & Booher, 2004; Ansell & Gash, 2008). The definition of collaborative governance is a new form of governance process that involves all stakeholders in working relationships through regular dialogue and interaction in pursuit of common goals (Innes & Booher, 2004; Huxam, 2008; Zaenuri, 2018).

The main role of collaborative governance is to encourage all stakeholders to achieve common goals with different resources to create innovative thinking through negotiation and collaboration (Innes & Booher, 2004; Hogan et al., 2017). The same thing was expressed by (Cullen & Chusman, 2000). The purpose of the collaboration is to create or implement public policies and manage public programs or assets to overcome complex problems more quickly based on strong participation and networks. Collaborative governance usually faces three types of very complex challenges, namely: (1) Challenges in solving substantive problems. Identification of such problems is known to be difficult because the problems are unusual and complex. Problems like this are difficult to agree on "problems and root causes," including difficulty agreeing on "how solutions" are to be taken (Head & Alford, 2015). Problems will be increasingly difficult to define because of the different perspectives of the collaborating parties (Klijn, E & Koppenjan, J, F, 2000). The problem-solving process resembles a "bargain" game with various parties in the perspectives and interests of each collaborating party (Basadur et al., 2000; Ge & Lewoniewski, 2020); (2) Challenges in the collaboration process. One of the first steps in any problem-oriented collaborative governance activity is to reach a common understanding of the goals and approaches used (Ansell & Gash, 2008; Emerson et al., 2012). Usually, the parties involved have an underlying interest in collaborating to solve certain problems. In this context, there are overlapping things such as values, goals, and commitments, but there are also very different things. The more parties involved, the more difficult it will be to find common ground (Provan & Milward, 1995; Natarajan, Vairavasundaram, Natarajan, & Gandomi, 2020); (3) The challenge of multi-relational accountability (Waardenburg et al., 2020). The last category of collaborative governance challenges is the relationship between collaboration with "outside" parties, including parties "inside" the collaboration itself, regarding how all parties can take collective action. Accountability is a very complex issue in collaborating because it is not clear to

whom the collaborative is responsible and for what (Bryson et al., 2006; Hogan et al., 2017). When collaboration runs, there will be accountability and create conflict or tension between the parties involved.

Based on collaborative governance management, the central government asks to unite several databases spread across ministries and local governments into one national forum for One Data Indonesia to speed decision-making (Putera et al., 2020). Determination of the One Indonesia data policy becomes a guideline for improving government data governance. "Data is an important component in the formulation of a policy and development planning in a country (Maizunati, 2018). Based on the problem's background description, this study aims to analyze the acceleration of Indonesian data through collaborative governance.

METHODS

The type of research used is qualitative research to explore and understand the meaning that several individuals or groups of people ascribe to social or humanitarian problems" Creswell (2016). The approach used in this research is descriptive. The consideration that underlies the use of qualitative research is its characteristics as the natural environment (natural setting). Qualitative researchers tend to collect field data in locations where participants experience issues or problems to be studied, especially the issue of accelerating data from the center to the regions.

Researchers as a key instrument (researcher as a key instrument) qualitative researchers collect data themselves through documentation, behavioral observations, or interviews with participants. The agencies involved in accelerating SDI consist of: Steering Committee (BAPPENAS); Data Supervisor (BPS); Walidata (KOMINFO); and Data Producers (related institutions). In addition, the participants in this study were at the regional level, namely the Steering Committee (BAPPEDA), Data Trustees, namely (Regional BPS), Walidata (DISKOMINFO), and data producers consisting of all regional apparatus organizations (OPD).

RESULTS AND DISCUSSION

The public issue of single data in Indonesia has caused many problems. Of course, this is the main agenda that the government must find solutions and solutions by prioritizing public rights. Henry (2009) states, "public administration focuses on public affairs and interests, while the locus is on public organizations, which means that the administration is always associated with an organization dealing with problems and public interests.

The issue of Indonesia's data that is not single has raised many problems among the public. In contrast, we believe data quality in the development planning process is very important. Solving the data accuracy problem in Indonesia at the central and regional levels requires the collaboration of many actors. The main role of collaborative governance is to encourage all stakeholders to achieve common goals with different resources to create innovative thinking through negotiation and collaboration (Innes & Booher, 2004). The same thing is expressed by (Cullen & Chusman, 2000). The purpose of the collaboration is to create or implement public policies and manage public programs or assets to overcome complex problems more quickly based on strong participation and networks.

Challenges in Solving Substantive Problems

Data is defined by Davis (2013) as a regular group of symbols representing quantities, actions, and objects. The important role of data in the development planning process is contained in Article 31 of Law No. 25 of 2004 concerning the National Development Planning System. (1) The preparation of the plan requires data as the baseline/current realization that is used to prepare the initial draft of the development plan, both long-term, medium-term, and annual (2) The determination of the plan requires data for calculating the future targets set in the development Planning (3) Planning control requires data as a controller for the implementation of development policies. (4) Evaluation of the plan implementation also requires data to see the performance achievements of policies/programs/activities by comparing the targets and development achievements.

One of the issues regarding Indonesia's data that once surfaced was the polemic on rice imports due to the problematic quality of rice production data. Data from the Ministry of Agriculture and the national rice stock as of the end of December 2020 were 7,389,575 tons, while the Government Rice Reserve (CBP) data at Bulog was 870,421 tons as of March 3, 2020. Based on the very significant difference in data, the policy taken by the government caused turmoil from many parties. The government is obliged to identify the problem of data discrepancies for the problem of the national rice stock. According to Head & Alford (2015), identifying problems like this is difficult because the problems are unusual and complex. Problems like this are difficult on how the solution will be taken.

Problems will be increasingly difficult to define because of the different perspectives of the collaborating parties (Klijn, E & Koppenjan, J, F, 2000). The chaotic diagnosis of data in Indonesia could be due to the different perspectives of the collaborating parties, in this case, the Ministry of Food, BPS, the Coordinating Ministry for Economic Affairs and the Ministry of Trade,

and Bulog, in viewing the issue of the national rice stock. Poor data quality, lack of coordination, shortage of technical skills, poor legal framework, and political barriers have hampered open data and made sustainable change difficult (World Wide Web Foundation, 2014). This situation also occurs in Indonesia (Mahabas, 2018). The problem-solving process resembles a bargaining game with various parties in the perspectives and interests of each collaborating party (Basadur et al., 2000).

Challenges in the Collaborative Process

The government's policy on the issue of the validity of Indonesian data is by issuing Presidential Regulation Number 39 of 2019 concerning One Indonesian Data (Perpres SDI). "SDI is a government data management policy that aims to create quality data, which is easily accessible and can be shared between Central and Regional Agencies" (Perpres SDI). "In the Presidential Regulation on SDI, there are two most essential substances, namely first, there is an improvement in the rules for compiling data, and second, there is a desire to build a strong foundation to realize the practice of data openness (transparency) and interoperability of data between government institutions (Manshur, 2021).

The issue of open data, data validity, and single data is faced with many problems, one of which is that there are thousands of independent applications, making integration difficult. Kominfo (2022) noted that there were 24,400 government and institutional applications. "Then, the expertise related to data in Indonesia is also not sufficient. The most difficult thing is the existence of sectoral egos where agencies are unwilling to share their data (Seknas OGI Bappenas, 2021). Based on usually there are underlying interests of the parties involved so that collaboration is created to solve certain problems. In this context, there are overlapping things such as values, goals, and commitments, but there are also very different things. The more parties involved, the more difficult it will be to find common ground (Provan & Milward, 1995).

One way to overcome challenges in collaborating on SDI issues is to reduce the sectoral ego of the institution. One of the first steps in any problem-oriented collaborative governance activity is to reach a common understanding of the goals and approaches used (Ansell & Gash, 2008; Emerson et al., 2012). This has been carried out by the Central Statistics Agency and the Ministry of Home Affairs (Kemendagri) by jointly releasing the 2020 Population Census Data (SP2020) and the 2020 Population Administration Data (Adminduk 2020) in 2021. Although there are still data differences, Indonesia already has one population data de facto and de jure. Population Census Data 2020 (SP2020) de facto and Population Administration Data 2020 (Adminduk 2020) de jure.

No	Population Data	Data Type	Number (people)
1.	Central Bureau of Statistics	Population Census	270.203.917
2.	Ministry of Internal Affairs	Adminduk	271.349.889

Source: Dukcapil and Kemendagri, 2021 (processed by researchers, 2022)

BPS data, Indonesia's population as of September 2020 was 270,203,917 people (BPS, 2021). The Ministry of Home Affairs data in December 2020 was 271,349,889 people (Dukcapil Kemendagri, 2021). BPS released data on the Indonesian population in September and the Ministry of Home Affairs in December 2020. The Head of BPS said that the SP2020 results at the national level were in line with the Adminduk. However, there are differences for smaller levels because many residents do not live in areas according to their ID cards (de facto) for various reasons, such as work or school (BPS Youtube, 2021). "Collaborative governance is a new form of governance process that involves all stakeholders in a working relationship through regular dialogue and interaction in pursuit of common goals (Innes & Booher, 2004; Huxam, 2008; Zaenuri, 2018).

Multi-relational Accountability Challenges

Departing from the view of Henry (2009), the spirit of openness is realized with the One Data Indonesia (SDI) initiative, which aims to increase interoperability and utilization of government data to meet public data needs. "One Data Indonesia is an initiative of the Government of Indonesia to improve the interoperability and use of government data (Maail, 2018). The institutions or agencies involved in the acceleration of SDI include: (a) The main level SDI organizer, namely the Steering Committee; Central-level Data Trustees; Central level guardian; and Central-level Data Producers; (b) Provincial and Regency/Municipal SDI organizers, namely the regional level Data Trustees; Regional level guardians; Supporting guardian; and Regional level data producers.

In carrying out the implementation of SDI, there are central actors both at the central and regional levels. (a) Main level SDI organizer; The Steering Committee, namely Bappenas; Data Trustees, namely BPS; Guardian data, namely Kominfo; Data Producers, i.e., all Institutions. (b)Regional level SDI organizers; The Steering Committee, namely Bappeda; Data Trustees, namely BPS; Guardian data, namely Diskominfo; Data Producers, i.e., all OPD. In addition, it also established the Central and Regional One Indonesian Data Forum and the Central and Regional One Indonesian Data Secretariat.

There have been many regions that have implemented the acceleration of SDI at the Provincial, City, and Regency levels. One of the provinces that responded quickly was DKI Jakarta by making Governor Regulation No. 37 of 2022 concerning One Indonesian Data at the Provincial Level and the Forum for One Indonesian Data at the Provincial Level. Meanwhile, access to open data is via https://data.jakarta.go.id. Furthermore, the Mayor of Medan issued Medan Mayor Regulation Number 31 of 2021 concerning implementing One Medan City Data and data access through https://data.pemkomedan.go.id. The district level also accelerates SDI, one of which is Aceh Tamiang District with Regent Regulation Number 10 of 2021 concerning One Indonesian Data at the Aceh Tamiang District Level and data access through https://data.acehtamiangkab.go.id. However, many regions still have not carried out the mandate of the Presidential Regulation on SDI for various reasons, such as the collaboration of actors that have not been well established. At the time, the Mayor's Regulation was issued, but the execution had not been carried out, such as the Langsa City Government, which did not yet have an open data portal.

Referring to the involvement of many institutions or actors in the implementation of SDI, the concept of governance puts forward the principle of cooperation and explains the phenomenon of collaboration in the administration of government affairs and services (Ansell & Gash, 2008). Over the last two decades, a new "collaborative governance" strategy has been developed. The governance model brings several stakeholders together in the same forum as public institutions to engage in consensus-oriented decision-making. The Government of Indonesia's policy to create SDI will be realized through implementing Collaborative Governance. "Why collaborate? Because collaboration is believed to facilitate the involvement and mutual influence of various stakeholders (Arana and Castellano, 2010). Indonesia's commitment to open data has been shown since 2011 by being one of eight countries that initiated the Open Government Partnership (OGP) initiative that promotes government openness, namely Transparency, Public Participation, and Innovation.

The implementation of government data governance to increase the value of data as a basis for policy-making is contained in the 2018-2020 Indonesian Open Government National Action Plan, one of the initiatives being One Indonesia Data (Bappenas, 2017). In Article 1 paragraph (1) of Presidential Regulation Number 39 of 2019 concerning One Indonesian Data, it is stated that One Indonesia Data is a government data management policy to produce accurate, current, integrated, and accountable data, as well as ease of access and use and sharing between

institutions. Central and local institutions through compliance with data standards, metadata, data interoperability, and using reference codes and master data (Riwukore et al., 2021).

Accountability is a very complex issue in collaborating because it is not clear to whom the collaborative is responsible and for what (Bryson et al., 2006). When a collaboration runs, there will be accountability and create conflict or tension between the parties involved. The Ministry of National Development Planning launched an open data service portal (data.go.id) for the public. The SDI portal has been connected to 43 agency data portals with 41,708 datasets and 58,115 files. SDI portal to enable the use and reuse of government spatial and non-spatial data.

CONCLUSION

The issue of data in Indonesia has been around for so long and has caused many problems. At the same time, we believe data quality in the development planning process is very important. Solving the data accuracy problem in Indonesia at the central and regional levels requires the collaboration of many actors. Challenges in solving substantive problems by identifying problems with data discrepancies from government agencies. Problems will be increasingly difficult to define because of the different perspectives of the parties collaborating on an issue. Next, The challenges in the collaboration process, the issue of open data, data validity, and single data, are faced with many problems, one of which is that there are 24,400 thousand independent applications, so integration becomes difficult. There is a sectoral ego where the institution or agency is unwilling to share its data. Although there are still data differences, Indonesia already has one population data de facto and de jure, and the last the challenge of multi-relational accountability in implementing the acceleration of SDI at the provincial, city, and district levels. Many regions still have not carried out the mandate of the Presidential Regulation on SDI for various reasons, such as the collaboration of actors that have not been well established.

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