

Building an Integrity Model of Population Data Utilization Towards Integrated (SATU) Population Data

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ABSTRACT

Utilization of population data for all purposes is a mandate of Law Number 23 of 2013 concerning Amendments to Law Number 13 of 2006 concerning Population Administration. The technical provisions as an elaboration of the mandate of the law related to the use of data are stated in the Minister of Home Affairs Regulation Number 102 of 2019 concerning the Granting of Access Rights and Utilization of Population Data. This regulation regulates how the use of population data is utilized by user institutions engaged in public services to access data verification to the population database managed by the Directorate General of Population and Civil Registration (Ditjen Dukcapil). This research is qualitative descriptive research. Primary and secondary data collection is carried out through the source at the Directorate General of Civil and Civil Registration related to the use of population data. Access to this data verification systemically by using the Population Identification Number (NIK) results in an "APPROPRIATE" or "NOT COMPATIBLE" response to population data thrown by the user agency. The more user institutions that utilize population data, the more it leads to the realization of one population data that encourages NIK as a Single Identity Number (SIN). The results of the research carried out show that there is an integrity model for the use of population data that is built in granting access rights to the use of the data. The integrity model is an integrated series in the process of utilizing population data that must be fulfilled, namely regarding the legitimacy of the institution, permits, institutional commitments, statements of absolute responsibility, statements of maintaining confidentiality, and monitoring and evaluation. By building the integrity model of the use of population data, the negative issue of misuse of population data is very easy to trace through digital traces. To strengthen the implementation of the integrity model of the use of population data, the development of the competence of human resources involved in every series of processes or stages in building the integrity model of the use of population data need to be done. This competency development also includes material regarding soft skills.

Keywords: Data Utilization, Model, Integrity, Single Identity Number, Ditjen Dukcapil

I. INTRODUCTION

A. Background of Study

Law Number 24 of 2013 concerning Amendments to Law Number 23 of 2006 concerning Population Administration (Law No. 24 of 2013) is a law that includes a special law (lex specialist) which regulates population administration from birth to death. This law mandates the Ministry of Home Affairs to develop population data for residents both within the country and abroad. The consequences of implementing this mandate require efforts to

manage population administration services properly with the support of adequate infrastructure and human capital and keep up with the times. The results of population administration services are in the form of population data and documents (Article 59 and Article 68 of Law No. 24 of 2013).

Furthermore, as stipulated in the provisions of Article 58 Paragraph (4) of Law no. 24 of 2013, the data produced and managed by the Ministry of Home Affairs is used for all purposes. All of these needs include, the use of public services, development planning, budget allocation, democratic development, as well as law enforcement and crime prevention. Starting from the provisions of Article 58 of Law no. 24 of 2013, the utilization and population documents are further regulated so that there is a legal basis for their implementation. The regulation on the utilization of population data and documents is technically closely related to the procedure referred to in Article 83 paragraph (3) Jo. Article 79 paragraph (4) and Article 86 paragraph (2) of Law no. 24 of 2013 where the Minister of Home Affairs is mandated to regulate nationally the requirements, scope and procedures for granting right to access population data.

In addition, the Regulation of the Minister of Home Affairs of the Republic of Indonesia Number 61 of 2015 concerning Requirements, Scope and Procedures for Granting Access Rights and Utilization of Population Identification Numbers, Population Data and Electronic Identity Cards is issued. This regulation regulates the scope of use, service coverage, procedures for granting right to access and procedures for utilization for Agencies Users at the Central, Provincial and Regency/City area, which was later revised by Regulation of the Minister of Home Affairs Number 102 of 2019 concerning Granting of Access and Utilization Rights. Data (Permendagri No. 102 of 2019). This regulation is intended to further improve the security of population data by the mandate of the law can be used for various purposes. The procedure for data utilization is carried out through several stages where each stage requires a level of caution and accuracy so that there is no room for human error. Furthermore, the ultimate goal of using population data and documents is the creation of a single source of population data that will realize the policy of one valid, verified, updated population data.

B. Research Focus

The research is focused on how to build an integrity model for the use of population data that encourages the realization of one population data for all purposes with the locus being the Directorate General of Population and Civil Registration (Ditjen Dukcapil) of the Ministry of Home Affairs which based on legislation is an institution that gets delegates in managing population data.

C. Problem Statement

The use of population data is often and always associated with the use of personal data. The treatment and/or use of population documents is also often misinterpreted with the use of personal data, so that there is often a growing understanding between the two. In addition, the frequent news about negative treatment or misuse of

personal data which is always viral on social media. Not only treatment related to population data, but also treatment related to population documents which also often leads to negative things. This shows that out there are still many parties who use population data from unofficial sources, namely population data that is built and managed by the Directorate General of Civil Registration). There are still many public service institutions that require physical residence documents as material for verification and validation of a person's identity information. Integrity is related to honesty, vigilance, prudence, accountability, responsibility, and ethics in carrying out the task of carrying out the use of population data, anticipatory efforts aimed at population data managers must consequently improve.

Thus, building an integrity model in the use of population documents is important. The model in the form of procedures, rules are mechanistically accountable. Furthermore, integrity is needed which must always be maintained and strengthened. Thus, the problem that can be formulated as follow;

- a. What are the factors required to develop integrity model for the use of population data and citizenship documentation.
- b. How to develop the integrity model of citizenship data usage?
- c. How is the integrity model of the use of population data and documents towards the realization of one population data?

II. LITERATURE REVIEW

A. Integrity

- a. Referring to the national dictionary of Bahasa Indonesia “Kamus Besar Bahasa Indonesia”(KBBI), integrity is define as quality, nature, and ability that radiates authority; honesty.
- b. Doble. J.P (1990) discussed integrity in public service consist of three (3) area which are: accountability, responsibility and circumspections. He stated that in government field of study, integrity of public servant is based on several basic commitments, firstly, commitment in mastering the duties and performance awareness. Secondly, commitment in laws and policies implementation issued by government. Lastly, commitment for justice and act impartially and treat the community equally without being accompanied by personal interests.
- c. Becker. T. E (1998) in his article “Integrity in Organizations: beyond honesty and Conscientiousness” explain integrity in organization is commitment based on principles and values which morally accepted by criteria of moral justification which are fact, not simply the acceptance of values by individuals, groups, or society. Some expert views equate integrity with honesty, when in fact this is not the case even though the two are interrelated. As Rand (1957:1019) in Becker. T. E (1998), honesty is admitting the fact that can’t be falsify and against their conscience. Furthermore, Becker concluded that honesty

requires someone not to consciously twisting the fact, while integrity requires someone not to betray his own beliefs on consciousness in taking action.

- d. Various definition of integrity can be compared while Hubert (2018) in his article were questioned “what is integrity?”, “what make someone’s characteristics; function, or integrated organization?”. In deep discussion on integrity definition, Hubert (2018) discussed related experts opinion to support each other. Hubert (2014) classified integrity definition into several perspectives by using keyword; integrity, unity, professional responsibility, moral image, values, laws, rules moral values, norm as well as exemplary behaviors.

Firstly, integrity is consistency and integrality of principles and values (Montefiore and Vines, 1999), secondly, Karsing (2001:2007) stated that integrity is refer to someone who perform their role professionally, carefully, responsibly, and take related matters into account. Thirdly, honesty, not taking side, inline with righteousness, policy, justice, spirit and simplicity.

- e. In the article “A Conceptual Framework of Integrity”, Barnard, Shcurink, and de Beer (2008) conclude the result of in-depth interview regarding understanding on integrity in working environment. The result shows there are two important push factors in fundamental of integrity; moral compass and intra drives. Moral compass integrity is a modern term to formulized integrity related to life moral:

“For me integrity it’s all about principles really and all about morals and values it’s a whole set of things that govern how you do things and do them within whether it’s morally legally or otherwise correct and that’s how I would in a nutshell look at integrity.”

Barnard, Schurink and de Beer (2008) decided that integrity supported by motivation and internal personal idealism as well as guided by personal principle.

Operationally, in this study integrity define as professional attitude, responsibility, honesty, not taking side, shows the consistency between conscience, words, and actions.

B. Model

As per KBBI online dictionary, Model is defined as pattern form something will be made. Another definition of model is a system or role model to be followed (Oxford Languages Dictionary).

C. Satu Population Data

There is no specific definition for integrated population however, referring to Presidential Regulation Number 39, 2019 regarding Integrated Data Indonesia, definition of integrated Population Data can be referred to definition of Satu Data, which is refer to a policy related to management of government data to create an accurate sophisticated, integrated and can be accounted for, accessible, shares among central government agencies and regional agency by fulfilling standard data, metadata interoperability data and using reference code and main data.

III. METHODOLOGY

A. Research Methodology

Descriptive Qualitative method was used in this study. Qualitative research refers to understanding and exploring selected social phenomenon. Several theories and concepts and abstraction, started with empirical data as focus of the study. Creswell (1994), qualitative research is a process of deep exploration or study in order to understand social problems, based on creating holistic image through description and reporting detailed view and arranged in scientific setting.

B. Sources of Data

Data were gathered from valid resources, authority related to data utilization policy, citizenship documentations, issues and developed phenomena, empirical data from the implementation of data utilization and citizenship documentation in the area of Ditjen Dukcapil, especially Directorate of Facilitation of the utilization of population data and citizenship documents.

C. Data Collection Techniques

Summarization and collection of data, information, phenomenon related to the theme issue were presented, discussed and analyzed to find conclusion. Data can be in the form of primary data via interview, discussion, news, online media, observation of the current event as well as documents analysis. To have structured and directed interview, list of question was use as data collection tool.

Data analysis were done by the following stages; organizing the collected data and information, data classification, data analysis and conclusion. The schedules of the research are as follows:

- i. Observation: September-October 2021
- ii. Proposal: December 2021
- iii. Data Collection: January-March 2022
- iv. Data analysis and management: March-April 2022
- v. Completion of Research Work: April-July 2022

D. Relevant Article

- a. Building Integrity with Gratuity Control, by AM. Herarto H, Synergy Monitoring Information Media, Ministry of Marine Affairs and Fisheries, Edition II/2014. This article begins with a discussion of matters related to corruption and actions related to corruption. Without giving an understanding of what is meant by integrity, the author provides some enlightenment about gratification and then provides

suggestions for activities as a step to build a gratification control program as an effort to prevent corruption.

- b. Understanding a Concept of Integrity, Dwi Prawani Sri Rejeki and Jefri Herindiansyah, *Journal of STIE Semarang*, Volume 5 Number 3, October 2013 Edition. This article emphasizes the meaning of integrity and tries to provide an understanding of the meaning of integrity. The author provides an overview of integrity that is applied in the academic world and the non-academic world. Integrity is not only about the behavior shown by a person, but also the moral principles that a person holds. Integrity is a person's personal picture as a whole that is used to carry out the process in a better direction. Integrity concerns the conformity of one's actions with the values, beliefs, and principles of truth that one holds.
- c. Juridical Analysis of Population Data Electronic Identity Cards for Criminal Investigations, Mirna Rahmaniar, Dr. Lucky Endrawati, S.H., M.H. and Milda Istiqomah, S.H., MTCP, *Student Journal of the Faculty of Law, Universitas Brawijaya*, August 2014. This article provides an overview of the juridical position of population data and how the strength of population data, especially electronic Identity Cards (KTP) can be a means of verification and validation of a person's identity. Currently, electronic ID card data can be used for criminal investigations, although the authors consider that their strength is still weak.
- d. Integration of the Utilization of Population Administration Data in Order to Realize a Single Identity Number, Muhammad Rasdy Gery Runtu, *AMSIR Management Journal*, Volume 1, Issue 2, April 2021. This article describes the service for the use of population data in the City of Pare Pare carried out by regional organizations (OPD). The author provides an overview of the fact that public services carried out by OPD that serve the community have not optimized the population data produced by the Population and Civil Registration Service (Dukcapil) in an integrated manner. In the practice of services by the OPD, there are still many population data that are not verified and validated according to the population data in the Dukcapil Office database. Integration of the use of population data through the Dukcapil Office database source is needed to improve the quality of OPD services by preparing all the necessary infrastructure facilities according to the provisions.
- e. Juridical Review of the Utilization of Population Data for Public Services in Sleman, Alda Awwalil Hasani and Oce Madril, *Gajah Mada University*, 2019. This article provides an explanation that the use of population data is carried out in 2 (two) dimensions of government action. The first dimension of government action in public law is in the form of granting permission (access rights), and the dimension of government action in private law is in the form of binding the parties through a cooperation agreement. Another explanation in the use of population data is related to supervision which consists of structural supervision from the leadership and preventive supervision in the form of imposition of sanctions for violators of cooperation agreements.

- f. Effectiveness of Administration and Utilization of Population Data in Central and Regional Governments, Slamet Dhul Fadli and Dwimo Gogy Prabowo, Commission II Team of the Center for the Study of State Financial Accountability, DPR RI, 2022. This article is an Accountable Paper from Commission II Team of the House of Representatives of the Republic of Indonesia (DPR RI) which describes the population administration service system at the central and regional levels with all its limitations, especially in the field of information technology infrastructure, which is then generally concluded to be relatively good. Specifically in the area of data utilization, the author refers to the results of the Supreme Audit Agency (BPK) examination of performance related to the effectiveness of population data utilization, which still needs to be improved in terms of data utilization procedures, data quality, and information security management. Data integration and synergies between institutions are important in the implementation of data utilization.
- g. Governance Networks in Implementing Population Data Utilization Policies to Realize Single Identity Numbers, Rahma Ridha Rofita and Eko Prasajo, *Transparency: Scientific Journal of Administrative Sciences* Vol. 5, No. 1, June 2022, pp. 26-37. This article provides an overview of the use of population data from the results of the Governance Networks analysis in an effort to realize a Single Identity Number. Governance Networks are the organized practice and exchange of resources in the public sector. The parties related to the use of population data have their respective goals. The Governance Networks analysis described includes capital resources, types of ties, policy tools, administrative strategies, accountability structures, and performance management systems.
- h. The Importance of Utilizing Population Data in the Digital Age, Sri Handriana Dewi Hastuti, *TEKNIMEDIA Journal - Volume 1, Number 1, May 2020: 18 – 21*, STMIK Shaykh Zainuddin NW Anjani-Lombok. This article provides a general description of the use of population data. The description is based on references to existing laws and regulations regarding the use of population data.

IV. FINDINGS

A. Overview of Population Administration and Civil Registration Services

In accordance with what is meant in Law no. 24 of 2013, Population Data and Documents is the output of population administration services. Population data can be in the form of individual data or population aggregate data. Meanwhile, a population document is a document that is produced as a record of an important event of a resident. Current population data is stored in a database system known as the Population Administration Information System (SIAK). According to Law No. 24 of 2013, the definition of SIAK is an information system that utilizes information and communication technology to facilitate the management of population administration information at the organizer level, namely the Directorate General of Dukcapil and the Department of Population and Civil Registration as a single unit.

In general, the scope of population administration services can be divided into 2 (two) categories, namely administrative services for population registration and administrative services for civil registration. Population registration administration services are service activities that record every report on population events, such as changes to Family Cards, data elements on Identity Cards and others. While the civil registration administration service is a service activity that records every important demographic event experienced by a person, such as birth, death, marriage, divorce, and others.

Population data is individual data consisting of 31 (thirty-one) data elements as contained in Article 58 of Law no. 24 of 2013. This data is collected and managed by the Directorate General of Dukcapil of the Ministry of Home Affairs in SIAK which is continuously being developed to enable real-time updating of population data in order to provide the best service to the community, both individually and in groups, personally and institutionally.

Currently, Indonesia's population based on data for the second semester of 2021 as of December 30, totaled 273,879,750 people, consisting of 138,303,472 men or 50.5%, and 135,576,278 women, or 49.5%. In total, Indonesia's population increased from Semester I data in 2021 to 272,229,372 and an increase of 2,529,861 people compared to the data at the end of 2020. It was further stated that the progress of recording electronic ID cards (e-KTP) for residents The mandatory e-KTP per Semester II 2021 has reached 198,628,692 people or has reached 99.21%. So that there are still only 0.79% or 1,569,178 people who have not been recorded.

B. Development of Population Administration and Civil Registration Services

A more integrated population administration service has actually been initiated since the New Order era with a system known as the Population Management Information System (SIMDUK). SIMDUK is a system that was built to help process data in the existing population system in an agency, such as in the village, sub-district, or at the Civil Registration Service. The system, which was built around 1996, is an application for managing regional population data which includes Family Cards (KK), Identity Cards (KTP), Birth Certificates, Population Census, and Population Demographics (Puguh Adi Nugroho and Warsono).

With all the limitations in the field, the implementation of SIMDUK became an evaluation material which then became a consideration for the management of population administration in an integrated manner with the establishment of the Directorate General of Population Administration (Ditjen Adminduk) of the Ministry of Home Affairs in 2001. The functions of the Directorate General of Administration are a consolidation of administrative management functions. At that time, the distribution of population was handled by several ministries/agencies at that time, such as the Ministry of Manpower and Transmigration, the Ministry of Home Affairs, and the National Population Agency. The milestone of starting the use of information systems in population administration services began with the issuance of Presidential Decree (KEPPRES) Number 88 of 2004 concerning the Management of the Population Administration System, where there was a mandate to use SIAK in managing population administration information.

The enactment of Law Number 23 of 2006 concerning Population Administration, confirms that the management of population administration is the task of the Ministry of Home Affairs through the Directorate General of Civil Registration. Since 2006, population data updating has been carried out using SIAK, issuance of Population Identification Numbers (NIK), and NIK-based National ID Cards, which are then referred to as electronic ID cards (KTP el). With the support of SIAK whose technology continues to be developed, this population data update is increasingly producing better NIK-based single population data.

With the increasing quality of population data, in 2013 with the issuance of Law Number 24 of 2013 regarding Amendments to Law Number 23 of 2006 concerning Population Administration, a new era emerged regarding the use of population data as mandated in Article 58 Paragraph (4):

“The Population Data as referred to in paragraph (1), paragraph (2), and paragraph (3) used for all purposes is the Population Data from the Ministry responsible for domestic government affairs, among others for: a) public services; b) development planning; c) budget allocation; d) democratic development; and d) law enforcement and crime prevention”

This era of population data utilization is then further regulated by Regulation of the Minister of Home Affairs Number 61 of 2015 concerning Requirements, Scope and Procedures for Granting Access Rights and Utilization of Population Identification Numbers and Electronic Identity Cards.

In subsequent developments, the provision of population administration services is increasingly demanded to make it easier for the community to reach them. To create convenience for the public in obtaining population administration services, this is the main consideration for issuing the Minister of Home Affairs Regulation Number 9 of 2016 concerning the Acceleration of Increasing the Coverage of Birth Certificate Ownership. In this Ministerial regulation it is mandated that the procedure for registering births can be done manually and online. This is the rule that forms the basis for services that can be done online through the application that is built. This regulation can be said to be the basis or beginning for population administration services to enter the digital world.

The digital world of population administration services which began with establishment of registration services then in 2019 the digital world completely became a population administration service platform. At the National Coordination Meeting on Population and Civil Registration (RAKORNAS DUKCAPIL) in Makassar which was held between 7 to 9 February 2019, DUKCAPIL Go Digital was announced. Dukcapil Go Digital is a step taken by the Dukcapil ranks to make time in the administration of population documents more effective by reducing space and time limits as barriers to communication/transactions. This launch marks the first step in providing population documents using electronic signatures, which will allow the public to take care of residence documents without having to meet the official, but simply by filling out the requirements online and receiving the results online as well.

Population administration services using electronic signatures are strengthened by the issuance of Minister of Home Affairs Regulation Number 7 of 2019 concerning Online Population Administration Services. This online

service development continued until the second DUKCAPIL RAKORNAS in October 2019, the Minister of Home Affairs launched the Mandiri DUKCAPIL Pavilion (ADM). This ADM is a device that supports online services where people can print independent documents after fulfilling the requirements through online services. The issuance of Permendagri Number 109 of 2019 concerning Forms and Books Used in Population Administration allows population documents to be printed on plain white paper and can be done independently by the applicant community. This online service continues to be improved with the aim of making it easier for the public to obtain the residence documents applied for. The improvement of this online service is inseparable from the improvement in the quality of population data, which must be increasingly trusted for its accuracy as a means of verifying and validating one's citizenship data.

The next development of population administration services is the digital population identity service. The formulation of policy directions and technical concepts has begun to be compiled since 2021, until finally in 2022 the Minister of Home Affairs Regulation Number 72 concerning Standards and Specifications for Hardware, Software and E-KTP Forms and the Implementation of Digital Resident Identity is issued, where this regulation is the basis for the application of population identity. digital and the necessary supporting devices. To further optimize this policy, SIAK is also being migrated to a centralized SIAK, one of which is to build an integrated digital population data. According to the Minister of Home Affairs, building a digital population data is an innovation that will be useful in accelerating various services for managing population administration. Even this digital system is not only useful in Government to Community (G2C) services, the Dukcapil digitization system can also be used as the main basis for utilization by other government agencies or Government to Government (G2G).

C. Review of the Utilisation of Citizenship Data Services

The journey for the use of population data managed by the Directorate General of Civil Registration by the user agency is officially regulated through Permendagri number 61 of 2015 concerning Requirements, Scope and Procedures for Granting Access Rights and Utilization of Population Identification Numbers and Electronic Identity Cards. However, the practice of utilization and population has been carried out since 2013 although only a few user institutions have used it. The development of central user institutions that utilize population data for the purpose of supporting the main activities of these institutions is increasing from year to year. A significant increase in the number of user institutions occurred in 2016 and 2017. This is very reasonable because at that time the legality of data utilization was clearer based on Permendagri Number 61 of 2015 which was later amended by Regulation of the Minister of Home Affairs Number 102 of 2019 concerning the Granting of Access Rights. and Utilization of Population Data. Until 2022, there are a total of 59 Ministries/Institutions that have built an understanding of utilizing population data with the number of central users reaching 2366. The development of the number of institutions that utilize population data from 2013 to 2022 and the institutions that access the NIK the most can be seen in Table 1 below:

Table1. Development of Number of User Center Institutions and the Most NIK Accessor

No.	Year	No of Institution	Most NIK Accessor	
1.	2013	10	Telkomsel	BPJS Naker
2.	2014	46	Kemensos	Peduli Lindungi
3.	2015	68	BPJS Kesehatan	PCare BPJS Kesehatan
4.	2016	202	XL Axiata	BPN
5.	2017	724	Indosat	Bank Mandiri
6.	2018	1153	BRI	Kemenko Ekon
7.	2019	1623	Kemendikbud	Ditjen Pajak
8.	2020	2151	Kemenkes	Ditjen Perbendaharaan
9.	2021	2210	Hutchinson 3	DivTI POLRI
10.	2022	2366	Smartfren Telecom	Bank BNI

Source: Data as per 30 March 2022, Ditjen Dukcapil Kemendagri

Further developments, starting in 2019, the use of data is carried out by the Regional Government through the Population and Civil Registration Service (Dukcapil Office). The Dukcapil Service serves user institutions in the regions to be able to take advantage of population data to support the implementation of the agency's duties in serving the community. Currently, user institutions that utilize population data from the Dukcapil Service are still limited to Regional Apparatus Organizations. The data as of March 30, 2022, the development of the number of user institutions that utilize population data through the Dukcapil Office is as shown in Table 2 below:

Table 2. Development of Total Numbers of Institution User Utilizing Citizenship Data in Regional Level

No.	Year	Total
1.	2019	325
2.	2020	740
3.	2021	2307
4.	2022	2600

Source: Ditjen Dukcapil Kemendagri, data per 30 March2022

Overall user institutions that have access to use population data as of March 30, 2022 amounted to 4966. This number is actually still relatively small, compared to the number of institutions serving the community that require verification of population data. However, by looking at the trend of increasing the number of institutions, this shows an increase in confidence in the validity and accuracy of the population data as a verification tool.

Furthermore, the user agency can be cauterised according to the nature and type of service of the user agency. The next clustering of User Institutions that utilize population data can be seen in Table 3.

Table 3. Cauterisation Institution Users Who Utilised Citizenship Data

No.	INSTITUTION USER	TOTAL	RATIO (%)
1.	MINITRIES	48	0,97
2.	LAW AUTHORITY	14	0,28
3.	NON- MINISTRY STATE AGENCY	38	0,77
4.	EDUCATION	467	9,40
5.	HEALTHCARE	55	1,11
6.	BANKING	1326	26,70
7.	FINANCIAL SERVICE	77	1,55
8.	CAPITAL MARKET	138	2,78
9.	INSURANCE	70	1,41
10.	CELULAR	9	0,18
11.	COOPERATION	9	0,18
12.	REGIONAL GOVERNMENT	8	0,16
13.	OTHERS	107	2,15
14.	REGIONAL GOVERNEMNT ORGANIZATION	2600	52,36
TOTAL		4966	100,00

Source: Ditjen Dukcapil, data per 30 March 2022

From Table 3 above, it can be seen that the User Institutions that make the most use of population data are the Regional Apparatus Organization (OPD) cluster, which is 2600 or 52.36%, then the banking cluster is 1326 institutions or 26.70%, followed by the cluster Education is 467 institutions or 9.40%, followed by the Capital

Market cluster, which is 138 institutions or 2.78%. There are still clusters of Financing Institutions at 1.55%, Insurance Institutions at 1.41%, Ministries at 0.97%, Non-Ministry State Institutions at 0.77% Law Enforcement at 0.28%, Cellular at 0.18%, Cooperatives are 0.18%, local governments are 0.16%. If OPD is removed from the cluster, then with a total of 1326, banking institutions occupy the largest portion of the ratio in the utilization of population data of the Directorate General of DUKCAPIL, which is 56%, followed by educational institutions at 19.73%.

D. Procedure for Utilization of Population Data

As stated in the provisions of Article 58 paragraph 4 of Law no. 24 of 2013, that population data from the Ministry of Home Affairs is used for all purposes, including public services, development planning, budget allocation, democratic development, as well as law enforcement and crime prevention. In its implementation, the population data is used in the following areas:

- a. Public services such as BPJS services, SIM making, Insurance, Banking, Financing, Cooperatives, Land Certificate issuance and others;
- b. Development planning such as Health Planning, Education, Spatial Planning and others;
- c. Budget allocations for example the determination of General Allocation Funds, Village Fund Allocations, Social Assistance, and others;
- d. Development of democracy, such as the basis for compiling the Voters List at the time of the general election (Legislative, President, Regional Head, Village), and others;
- e. Law enforcement and crime prevention, for example, the utilisation by the Police, the Attorney General's Office, the Financial Transaction Reports and Analysis Center (PPATK), the Corruption Eradication Commission (KPK), and others.

Utilization of population data can be done by all parties who meet the requirements. As stated in the provisions of article 4 paragraph (2) of the Regulation of the Minister of Home Affairs Number 102 of 2019 concerning the Granting of Access Rights and Utilization of Population Data are State Institutions, Ministries/Non-Ministerial Government Agencies, Indonesian Legal Entities, and/or Regional Apparatus Organizations. The use of the population data can be done after the parties make a Cooperation Agreement (PKS) with the Directorate General of DUKCAPIL. In the PKS, all requirements are regulated if the parties will use population data. Furthermore, the use of population data can be carried out after the party is given access rights and fulfills the supporting technical requirements needed to use the access rights.

The procedure that must be followed in obtaining access rights for data utilization is very simple. Based on the Minister of Home Affairs Regulation Number 102 of 2019 mentioned above, the procedure for obtaining access rights is described in Article 7 and Article 8 of the regulation with the order of the process in principle as follows:

- a. The leadership of the user institution submits a written application for the use of population data to the Director General of Dukcapil;
- b. If the application letter is approved, a joint memorandum of understanding is drawn up signed by the head of the institution;
- c. The memorandum of understanding is followed up with a cooperation agreement between the user and the Director General of Dukcapil;
- d. In the event that the user is an Indonesian legal entity, the cooperation agreement can be made directly without prior memorandum of understanding but must first coordinate with the ministry/non-ministerial government agency that oversees the Indonesian legal entity;
- e. The cooperation agreement is signed by the Director General of DUKCAPIL with high-ranking officials or the equivalent;
- f. The cooperation agreement emphasizes the importance of accountability and integrity in the use of data, which is prohibited from providing population data that is accessed to other parties and/or using population data that is not in accordance with the cooperation agreement.

Cooperation agreements have an important role in efforts to build the integrity of the use of population data. The substantive points in the cooperation script were initiated by the Directorate General of DUKCAPIL, so that if the user is proven to have committed an act that violates the contents of the cooperation agreement, the Director General of DUKCAPIL can take steps to impose extreme sanctions on the user, for example temporarily closing access to verification of the population data held.

E. Development of Integrated (Satu) Population Data

Based on the mandate of Article 58 paragraph (4) of Law Number 24 of 2013 concerning Amendments to Law Number 23 of 2006 concerning Population Administration (Law No. 24 of 2013), the Ministry of Home Affairs has a mandate to integrate population data and interoperability of population data for all needs. Furthermore, Article 64 states that the Population Identification Number (NIK) is the single identity number for all public service matters and the Government carries out public service matters based on the NIK. The definition of NIK in Law no. 24 of 2013 is a resident identity number that is unique and distinctive, single and attached to a person who is registered as an Indonesian resident. It is unique and distinctive because NIK is owned by a person throughout life and differs from one person to another. This uniqueness and distinctiveness of the NIK character which is referred to and used as the single identity of the Resident or also known as the Single Identity Number (SIN). Implementation of Article 64 of Law no. 24 of 2013 which states that NIK is the single identity number for all public service matters, does not necessarily materialize quickly. Strategic institutions in public services that are committed to using the NIK as a single identity in the services provided can be used as "influencers" for other institutions and the public to use the NIK as a single identity for services. For example, social media news related to the integration between NIK and Taxpayer Identification Number (NPWP) where this is also the implementation of the mandate of Presidential

Regulation Number 83 of 2021 concerning the Inclusion and Utilization of the Population Identification Number and/or Taxpayer Identification Number in Public Services, or the use of NIK as the identity number of the participants of the Indonesia Healthy Card (BPJS Kesehatan).

Efforts to utilize population data towards a single NIK-based population data is a realistic thing to do. NIK as a unique, distinctive and single identity that is permanently attached to each individual resident becomes the key to verification and validation for every public service. The realization of the singularity of the NIK will further ensure the establishment of confidence in the data and information of each individual resident in the population database managed by the Directorate General of DUKCAPIL. The key is the awareness of every institution that serves or relates to the community to take advantage of the NIK-based population data. The more public service institutions that use the NIK as a means of verifying and validating the identity of the population, the faster the realization of one population data will be achieved. Rofita and Prasajo (2022), illustrate the linkage of NIK in e-KTP as Single Identity Number. NIK as part of population data is the key to access for all purposes of verification and validation of public services carried out by institutions. To give a clearer picture. Figure 1 illustrates that the more institutions that use the NIK, the faster the realization of integrated (satu) population data will be.



Figure 1. Linkage of NIK in e-KTP as Single Identity Number

According to Law No. 24 of 2013 concerning Population Administration, the output of population administration services is 23 (twenty-three) types of population documents and 1 (one) population data. This population data is a database of the entire population of Indonesia where a unique, single, and distinctive NIK is one of them. In the diagram above, the population administration service output document is shown in the middle (second) circle. While in the outer (third) circle is the service for the use of population data that uses the NIK (on the e-KTP) as a tool/element of verification and validation. There are many other institutions that have not been listed in the diagram (other than government institutions), such as financial institutions, cooperatives, money transfer

service institutions, and others. The greater the number of institutions that use population data as a verification and validation tool, the faster the realization of one population data using NIK as a Single Identity Number.

There is a mechanism for utilizing population data called Data Return. This feedback data is the obligation of the institution that has the right to access population data to provide data to the Directorate General of Dukcapil. This obligation is regulated in Permendagri No. 102 of 2019 and technically it is stated in the PKS granting access to the use of data. The returned data will enrich the information attached to individual resident data in the population database of the Directorate General of Civil Registration and Civil Registration. With more complete individual information, this population data can lead to population big data, which will encourage and strengthen the level of accuracy of using NIK as a Single Identity Number.

The feedback data is the typical information of the population served by the institution that has the access rights. For example, a cellular operator has signed an MCC and obtained the right of access to population data. This verification access right is used to verify prospective cellular number users through registration using NIK and Family Card Numbers. If the registration is successful, the active registered cellular number will be returned as additional information that complements and is attached to the individual population data in the population database. Likewise for other institutions that already have PKS and have access rights, such as the Directorate General of Taxes providing NPWP, BPJS Health providing BPJS participant numbers, Universities providing Student Identification Numbers, the Ministry of Social Affairs providing social assistance status, cooperatives providing member numbers. The more institutions that fulfill the obligation to provide feedback, the information that accompanies individual data in the population database will be more complete. The completeness of information attached to individual data can encourage increased confidence in the quality of population data so as to accelerate the realization of one population data.

F. Integrity Model of Population Data Utilization

In this part of the stages of using population data, there are several critical points that need attention, especially for institutions that use Indonesian legal entities. Some of them can be described as follows:

- a. Prospective user file research
- b. Preparation of the PKS draft
- c. Drafting of Technical Instructions and publishing user
- d. Signing of Statement of Absolute Responsibility (SPTJM)
- e. Signing of Confidentiality Agreement or Non-Disclosure Agreement (NDA) in building Data Utilization Integrity
- f. Proses Proof of Concepts (PoC)
- g. Monitoring and evaluation of the implementation of population data utilization.

The implementation of population data utilization, everything is done by relying on NIK as the key to the verification and validation of population data. With the increasing quality of the population database, the level of trust in the utilization of the population data is increasing. As result, there will be more parties who are expected to gain access to the utilization of population data. The tendency of the number of user institutions to increase significantly from 2013 to 2022 to 4966 institutions shows that the goal of developing a single population data for all needs will be realized.

In the population data utilization network, efforts are needed must be supported by all parties to create the integrity of data utilization. This integrity needs to be developed following the network process of obtaining access to data utilization. This integrity needs to be developed to create an honest, disciplined, responsible, and professional utilization of data so that there is no misuse of population data outside of its interests.

Population data is very important and sensitive data. Many issues are a misunderstanding of population data that is considered to be misused. As one of the efforts to eliminate the image or assumption of misuse of population data, the utilization of population data that is full of integrity is developed. Efforts to develop the integrity of the utilization of population data were made from the very beginning when conducting research on prospective data users. The legitimacy of prospective users who are Indonesian Legal Bodies (BHI) is an effort to build integrity from the beginning. Company profiles with information on processes and business areas, personnel, proportion of share ownership, location of the company, and others are carefully scrutinized in order to give confidence that the company has sufficient integrity in terms of legitimacy. If the prospective user is from a regional government element, then the Dukcapil Office as the person responsible in the region also needs to obtain permission in advance from the Director General of Dukcapil to be able to open access to users in the region, both regional and/or private devices if any.

Whit the permission from the Director General of Dukcapil has been issued, a Partnership Agreement (PKS) is made in an effort to develop commitment for prospective users. This PKS mainly contains a statement of cooperation with rights and obligations in access to the utilization of population data as well as sanctions if the implementation of cooperation is not in accordance with what has been agreed. At the level of how to access population data for verification and validation, there are several technical requirements and procedures outlined in the Technical Instructions as a guide as well as terms and conditions in accessing population data verification. This Technical Guide, in addition to being signed by the parties, is also accompanied by the creation of an Absolute Responsibility Statement (SPTJM) signed by the board/BHI leader who signed the PKS as a representation of the board's accountability.

Technical guidance is a user agency guide as a technical procedure in performing population data verification access. The next step before the agency can access population data verification is the Proof of Concept (POC) activity. This POC is a series of activities carried out to see the system governance and technical procedures that will be used in the verification access of population data by users. It is ensured that the system and procedures used

meet the rules of data utilization in accordance with the rights as stated in the PKS and Technical Guidelines. The management of users who access data verification is also a recorded part where each user will later have to make a Confidentiality Letter (Non-Disclosure Agreement or NDA). The creation of this NDA is a manifestation of the integrity of the individual who has the task of accessing data verification.

At the population data access level, what happens is data verification access. Each user agency in providing services will definitely collect data of the population served. The population data that is served is verified to the population data center managed by the Director General of Dukcapil. The response given will show "SUITABLE" or "NOT SUITABLE" information, which indicates that the verified data is compatible or not compatible with the population data in the database (Director General Dukcapil).

This data verification process within a certain period of time, the results are reported to the Directorate General of Dukcapil and become part of the material for monitoring and evaluating access to verification of the utilization of population data. Reporting, monitoring and evaluation, as well as no less important information from the community is one of the main ingredients in assessing the integrity of the use of population data. These are all finally used to provide feedback at the level of commitment development at the level of organizing the PKS.

Building the integrity of population data utilization is a continuous process. The more parties that get the right to access population data verification, the more widespread the utilization of population data will be for the benefit of public services. The wider the level of utilization of population data, the more the One Population Data policy will be established with the basis of utilizing NIK as a Single Identity Number. It is this policy that continues to be encouraged to be established in line with not only efforts to improve the quality of population data and data verification access methods but also to improve the quality of the human resources that manage it.

V. CONCLUSION

The utilization of population data is carried out as an implementation of the mandate of UU No, 23 of 2013 for quality public services. Many misunderstandings arise when the public does not yet understand the process of utilizing population data carried out by the user agency, especially if the user agency is a private agency. There are suspicions and even accusations of misuse of population data, it is even alleged that there is a leak of population data managed by Ditjen Dukcapil. With the publication of Permendari No. 102 Year 2019 Granting Access Rights and Utilization of Population Data then it is possible to utilize population data for the benefit of public services with the mechanism of granting access rights for verification of population data.

In order to protect the use of data from misuse and/or misperception of the use of data, a mechanism was developed that encourages the integrity of the use of population data. The integrity of the use of this data is also an effort to remove the effects of the use and dissemination of population data which is considered to be misuse of data originating from Director General Dukcapil. Developing the integrity of population utilization by providing data

verification access rights by using NIK which is a Single Identity Number as a verification tool is an effort to control the systematic utilization of population data in creating one population data.

Improving the competence of human resources in the use of data is part of the effort to build integrity. Continuous efforts are needed so that every stage related to integrity is maintained by competent human resources in accordance with the demands of product quality. Competency improvement can be done not only in education and training but also in other ways. The technical matters in the integrity model above need to be combined with other matters that complement the purpose of increasing human resources in 3 (three) aspects, namely the knowledge aspect, the psych motoric aspect, and the behavioral attitude aspect (affective). In particular, it is also necessary to add material related to soft skills related to intelligence, emotional, and spiritual values.

The improvement of human resource competence is done through the process of continuous human resource competence development. This human resource competency development process can be done in various ways, for example through education and training, seminars, workshops, socialization, internships, and other forms that directly affect the aspects that are the target of competency development above.

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