

OPEN DATA PARLIAMENT: IMPLEMENTATION AND CHALLENGES IN INDONESIA

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ABSTRACT: Open Parliament is a movement that encourages transparency, participation, and accountability in the legislative process in parliament. One form is data openness, which is a tool for the public to understand the programs and performance of the legislature. Data disclosure in parliament is also carried out to answer public unrest over parliament's attitude which is considered closed in discussing legislation products. The research will reveal how parliamentary data disclosure has been running in Indonesia and other countries, namely Norway, Sweden, and Denmark. The research paradigm is carried out qualitatively and to answer research questions, data collection methods use interviews and literature studies. The results of the study revealed that data openness in Indonesia currently does not fully meet the principles of government data openness, namely primary, timely, license-free, non-discriminatory, and supports the data processing process using machines. Therefore, the Indonesian Parliament needs to make efforts to improve data disclosure services based on the above principles, with the aim of providing easy access to data and meeting people's data needs.

Keywords: Open Data, Open Parliament, Transparency

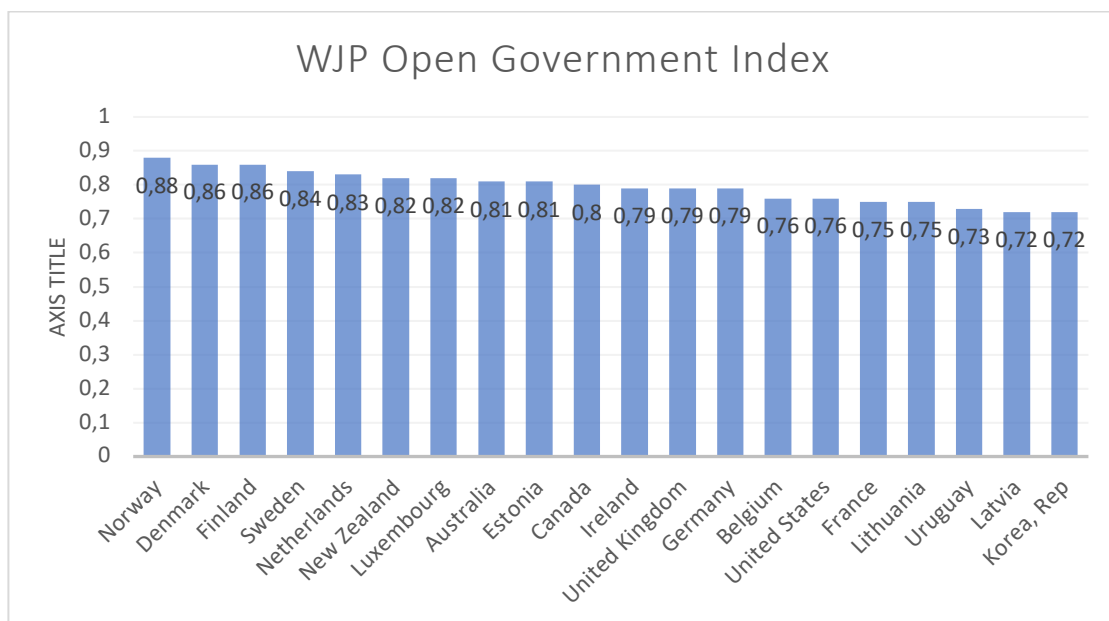
INTRODUCTION

The development of information technology in the era of globalization demands open and transparent governance, especially in providing public services and information and being responsive to needs or issues that develop in society. Massive administrative reforms are carried out to encourage improvements in service quality and improve the fulfillment of public needs, one of which is through the Open Government movement initiative (Lestari, 2018). The concept of

Open Government originated from the e-Government model that has developed and is supported by technological advances and its penetration in public life. This creates a space of transparency and openness between the government and its people through information and communication technology which aims to improve the relationship between the two and make the government more responsive and trusted by the public (Veljković et al., 2014).

Information about the government that is widely accessible, including cutting bureaucratic processes to obtain information, is a reference for the government to always improve the quality of services and information shared. Pressure from the public will always come to the government if the government's performance and quality of information are of low value. However, public trust will continue to increase if the government is able to be transparent and continue to improve the quality of public services and information presented (Soegiono: 2017). So, in the midst of world conditions with very fast information dissemination, whether or not the government is open will affect the confidence of its citizens in the running government.

The seriousness of the world government in organizing an open government can be seen from the many countries that are members of the Open Government Partnership (OGP). Since 2011 until now, there have been 75 countries registered as members and declared an open government system (OGP, 2023). The World Justice Project (WJP), an international civil society organization, monitors and measures government openness in countries around the world. Measurement is based on four dimensions, namely legal publications and government data, the right to information, civic participation, and complaint mechanisms. From these measurements, the 20 countries with the best government openness rankings are as follows:



Grafik 1 Indeks Open Government oleh WJP
 Source: worldjusticeproject.org (November 2023)

Open Data Government or open government data is currently a crucial

factor in the implementation of Open Government. Open government data is a

key partisan when it comes to improving transparency and accountability, service delivery, and public engagement. Government data is a key resource that has the potential to be optimally utilized by the private sector, the market, and the general public (ACSH:2022). In addition, Open Government Data is also a tool that can be used by citizens in understanding government programs and how the government performs. The community can also hold the government accountable for programs that are not appropriate or do not run optimally in solving public problems (Nurrahma: 2020).

Veljković et al. (2014) explained that open data is government data that is provided for the public interest and does not have any restrictions, easy to find and access anyone. The data shared is data that is not confidential and is generated using public taxes, so that the data has no restrictions on being used or distributed (Janssen et al.: 2012; Ruijter and Meijer:2020). Open data is simply described as data that can be freely used, modified and shared by anyone for any purpose (Vetro et. Al, 2016). Zuiderwijk and Janssen (2014) explained that open data policy is important because it aims to ensure information transparency in government runs in the long term, so that citizens' rights to access government information can be fulfilled, as a basic principle of democratic life.

The existence of this open data policy has the opportunity to encourage participation, interaction, and empowerment from the use of open

government data, to have an impact on state profits. Previous research conducted by Janssen, Charalabidis, and Zuiderwijk (2012) found that data disclosure will increase trust in the government because users can validate and verify conclusions from the data obtained. The opening of data will also stimulate innovation and boost economic growth. Open data will also increase public satisfaction and encourage the use of people's collective intelligence in generating policy alternatives.

The open government movement also involves legislative institutions in the world through the Open Parliament movement. Parliamentary Openness is a movement that encourages transparency, participation, and accountability in the legislative process in parliament to ensure that legislation information can be accessed by the public and there is a public space to participate in drafting legislation (Openparliament.id: 2019). The data disclosure initiative in parliament was also carried out to answer public unrest over parliament's attitude which was considered closed in discussing legislation products. Member of the Indonesian Open Parliament Team (OPI) Johan Budi at Open Government Week (2021) explained that the discussion of laws that are not open has great potential to attract protests from various circles of society. This is because the legislature is considered not transparent in the discussion process. Conditions are also exacerbated by the

availability of minimal data and information and the low quality of institutional openness, causing public perception that the passage of laws is carried out suddenly without the knowledge of citizens.

On this basis, the openness of the legislative institution and the data produced is very important because it will have a broad impact on all citizens. The public needs to be assured that every legislative and policy-making process must be transparent and participatory. As one example, the discussion of the Omnibus Law on Job Creation in Indonesia which was carried out in 2020 was considered not open, resulting in polemics to a wave of disinformation in the community (Hukumonline.com:2020). Therefore, research related to data disclosure in parliament is interesting to do.

Current research focuses more on the implementation of open data initiatives in government, while open data in parliament is still not widely studied. This interests researchers to find out how the implementation of open data by the Indonesian parliament which has committed to holding an Open Parliament since 2018 and compares it with countries with the highest open government index, such as Norway, Sweden, and Denmark. Currently, the provision of data in the DPR RI is carried out through the main website and the information and documentation management site (PPID). However, it needs to be further investigated whether the data provided by the DPR RI has

followed the government's open data guidelines and standards. This research is expected to be a reference for improvements for agencies in providing open data. Based on the background above, the formulation of the problem in this study is how to open data in the DPR RI and strategies in overcoming the challenges of parliamentary data disclosure initiatives.

LITERATURE REVIEW

Open Government in its application puts forward three main principles, based on the principle stated by Wirtz and Birkmeyer (2015) that open government includes transparent, participatory, and collaborative actions from the government and administration sides, as well as the three main pillars carried by Former President of the United States Barack Obama. Veljković et al. (2014)) explained that some researchers revealed that Open Government is based on participation, accountability, and transparency. Accountability is proposed as one of the pillars because accountable governance is something that can be achieved through the idea of government transparency.

Transparency allows the public to see and oversee the decision-making process in government. Prasodjo (2009) explained that transparency can be fulfilled if it has three things, namely disclosure of information by government agencies, provision of access to information for the public, and the existence of a legal umbrella to

ensure the public's right to obtain information. Data openness is also one part of creating transparency in the government through information disclosure. In publishing the data, Attard et.al (2015) said several previous studies (Höchtel & Reichstädter, 2011), (Liu et al., 2011), (Solar et al., 2012) used the characteristics of open data proposed by the Open Government Working Group. There are 8 (eight) guidelines for agencies in publishing data on their agency portals. The principles of data that must be owned in open government are:

1. Complete - the data provided has no security restrictions or is private
2. Primary - data is available directly on the portal, without any changes made.
3. Timely – data is published as soon as it is created.
4. Accessible – data is provided to all elements of society and has no restrictions on use.
5. Easy to process (by machine) – data allows it to be processed automatically.
6. Non-discriminatory – data can be used by everyone and non-discriminatory like registering to get it.
7. Non-proprietary – the published data is not in a special format so only some people can use it.
8. License free – published data is not disturbed by copyright, trademark, patent, and trade secret regulations.

Veljković et al. (2014) compiled five features that become open data. The feature is written based on eight

characteristics of open data from the Open Government Working Group (2007) including:

1. The existence of meta data descriptions, which allow data to be downloaded and read or processed by machines, data has three specific levels, PDF form is data that cannot be processed by machines, structured format (CSV) means that it can be processed automatically, and structured format data that includes meta and semantic descriptions in XML and RDF formats.
2. Data is primary and published in the original format, meaning that it can be used as material for analysis, if published in chart form or other formats then the data is not considered primary.
3. Data is published in a timely manner or is updated regularly, there needs to be clarity on how often the data is updated, when it is updated, and explain the timeliness of the data.
4. Published data is license-free, data can be accessed free of charge.
5. Data is accessible to everyone and non-discriminatory, meaning that it can be accessed by everyone freely without having to question the purpose required.

Thus, the data disclosure feature conveyed by Veljković et al. above will be the basis for conducting an analysis of open parliamentary data in Indonesia published through the <https://dpr.go.id> portal and other countries that can be used as a learning model for government open data initiatives.

RESEARCH METHOD

This research uses a descriptive qualitative paradigm with data collection techniques through interviews conducted with PPID Staff at the General Secretariat of the DPR RI, namely the First Expert Public Relations Institution, Dwi Desilvani. PPID staff are staff in charge of planning, implementing, and evaluating the implementation of management activities and public information services at the Secretary General of the DPR RRI. In addition, another resource person, the Skilled Computer Administrator in the Field of Information Systems and Information Technology Infrastructure, Muhammad Sasmito, who has the capacity as a system and application developer at the Secretary General of the House of Representatives of the Republic of Indonesia. The information obtained is also strengthened by data obtained through literature studies. The data used is not only in the form of numbers, but also books, research results published in the form of journals, data submitted by international organizations, to Indonesian government regulations.

RESULT AND DISCUSSION

Comparison of Open Data Parliaments in Different Countries

The application of open parliamentary data has been carried out by parliaments in various countries. This study will explain the application of parliamentary open data in Indonesia and other countries that have the

highest index value for government data disclosure according to WJP including Norway, Sweden, and Denmark based on research conducted by Berntzen et.al (2019). It is hoped that the results of existing research can be used as a learning process.

1. Open Data Parliament in Norway

Berntzen et. Al (2019) explained in his research that the provision of data related to the Norwegian Parliament is presented entirely through the <http://data.stortinget.no> website. The site is a source of information for citizens who need documents related to decision announcements, minutes of meetings, and meeting webcasts and is updated as soon as the latest data is available. The Norwegian parliament uses an Application Programming Interface (API) to make it easier for the public to download data without paying. The Norwegian Parliament's open data platform is constantly being updated by expanding the scope of information shared. Documents are shared in XML format. APIs make it easier for citizens to access data as needed such as creating a list of speakers from a party on a particular topic, or displaying data on how lawmakers vote on a particular issue. This can mean that published data can be processed or analyzed freely by the public. Regarding archives, the Norwegian Parliament ensures that archival data is available, namely data related to meetings, hearing

processes, and minutes of meetings since 2008.

2. Open Data Parliament in Sweden

The Swedish Parliament uses a subdomain of its main website as an open data platform (<http://data.riksdagen.se/>). Published data can be accessed through APIs and downloaded in various formats, namely CSV, HTML, JSON, TEXT, and XML. The community can also process data to produce reports as needed. The data archive is owned by the Swedish Parliament since 1993 while the API and data are open since 2010. The data provided is in the form of parliamentary diaries, committee reports, to proposals from parliamentarians. To improve services, the Swedish Parliament continues to develop the platform and improve documentation. Until now, the documents presented are still in Swedish, English is available but only on the explanation page. Lawmakers also use social media such as Twitter to communicate and share opinions on an issue. The Swedish Parliament also allowed the use of data at the hackathon for parliamentary data application development and public participation.

3. Open Data Parliament in Denmark

The Danish Parliament's open data platform *Folketinget* was launched in September 2014. The platform archived data since 1994, but the API for the full dataset was only available in 2016 (<http://oda.ft.dk>). The Danish

Parliament provides various kinds of data that can be accessed by the public, such as data related to the discussion of draft laws, meeting minutes, to voting records to find out parliamentarians in voting rights on the discussion of an issue. The data is shared in XML and JSON formats. Open data, for the Danish Parliament, also serves as a tool to reduce the digital divide and promote democracy and information disclosure related to draft laws. The public can express their aspirations through petitions on Hoeringsportalen.dk website. The Danish Parliament's data is also optimized by community groups by creating applications based on the data, such as *Folkets Ting*, which is a website containing datasets related to the discussion of laws provided through a user-friendly API.

4. Open Data Parliament in Indonesia

The Indonesian parliament known as the House of Representatives (DPR) has a portal as a forum for the public to get information or data related to the legislature in Indonesia. The results of an interview conducted with the Public Relations Agency who is a staff of PPID DPR RI who serves in the Public Relations and Museum Management Section of the Protocol and Public Relations Bureau of the Secretary General of the DPR RI, that until now the provision of data in the DPR RI is still fragmented, meaning that the data is published through the

DPR RI website. However, data that does not exist or is not found by the public on the website can be requested through the application form on the PPID website of the House of Representatives. The published data is in the form of softcopy and hardcopy, but the PPID of the House of Representatives of the Republic of Indonesia encourages data to be shared in electronic form. This is intended to minimize the costs incurred by the public in requesting data, while *softcopy* data is provided free of charge. As per the Information Commission Regulation of 2021 that applicants who request in *hardcopy* form are obliged to pay the copying fee.

Every community that requests data is required to write the purpose of the data request, but whatever the purpose of the PPID DPR community is still obliged to provide data. Inclusion of purposes is a rule established by the Information Commission. The document format provided is in the form of a PDF file, with the aim that the data that has been processed by the work unit cannot be changed by the public. Not all data is public data, some is private data cannot be conveyed to the public. The sorting of data that can be provided is the authority of the relevant work unit. The published data is also unlicensed, but there is data published by certain work units that have a license. The requested public information is provided to the applicant within 10 working days at the latest, and can be extended for a

maximum of 7 working days as stated in Article 22 paragraph (7) letter e, Public Information Disclosure Law. PPID also provides a survey of public satisfaction with PPID services and *online chat services* to make it easier for people to ask questions if they experience problems.

The PPID service of the House of Representatives of the Republic of Indonesia organizes a Public Consultation Forum (FKP) to solicit input and feedback from *stakeholders* such as students, journalists, and NGOs, as well as ask for *feedback* on information services to find out the information needs of the public related to the DPR RI. Febrina and Manurung (2022) in their research explained how the availability of data and information on the DPR RI website by conducting an evaluation carried out in 2022. Information about parliamentarians and their biodata is available in full on the DPR RI website. The site also provides an agenda of activities of the House of Representatives of the Republic of Indonesia which is updated daily as well as a brief report of the agenda. However, there are still some Board Fittings (AKD) that do not immediately submit brief reports or minutes of meetings directly after the meeting is over and there is no clarity when the data will be published.

The House of Representatives of the Republic of Indonesia also has a National Legislation System feature in the National Legislation Program (Prolegnas) menu. This feature makes it easier for the public to get data related

to legal discussions. However, not all bills registered in Prolegnas include the results of meetings and discussions. The format of the data shared with the public is still in PDF form. Broadly speaking, Febrina and Manurung (2022) concluded that the DPR website has displayed general information related to the

functions of legislation, budget, and supervision. However, some important information related to legislative activities has not been published such as business schedules, future task agendas, and charts about parliamentary affairs carried out.

Table 1. Overview of open data comparison in Scandinavian countries and Indonesia

	Norwegia	Swedia	Denmark	Indonesia
Format supports metadata	Supports metadata via XML format	Supports metadata with various formats namely CSV, HTML, JSON, TEXT, and XML	Supports metadata, presented in XML and JSON form	Not yet supported, the data is still in pdf format
Data properties	Primary	Primary	Primary	The published data is not entirely primary
Timeliness	Data published soon could already be available	Published soon	Immediately, after the activity is completed	Data is published as soon as possible after the activity takes place. However, there are still many activities that have not published their data
License free	Data can be processed freely without being disturbed by licenses	License-free data	Unlicensed data	Most data is license-free, but data from certain work units is licensed
Non-discriminatory data	Data can be accessed by anyone for free	Data can be accessed by anyone for free	Data is available to anyone for free	Data can be accessed by anyone for free, but still includes the purpose when

Parliamentary Open Data Challenges in Indonesia

The implementation of Parliamentary Open Data does not run without facing challenges in its implementation. Even in developed countries that have succeeded, a number of challenges remain faced and overcome in various ways so as not to hinder the public from obtaining information from parliamentary institutions. Zuiderwijk and Janssen (2013) revealed 6 (six) challenges, namely:

1. Inappropriate regulatory environment;
2. Open data fragmentation;
3. Unclear limitation of liability;
4. Lack of feedback regarding the use of open data;
5. Lack of interconnected processes;
6. Lack of standardized and planned processes.

The six challenges can then be overcome by coordination mechanisms, namely coordination through standardization, coordination based on plans, and coordination through feedback, although in its application there is no guarantee of success. Challenges are also faced by Sweden, Norway and Denmark, such as: existing laws regulate the availability of documents openly instead of open data and the absence of formal encouragement to make parliaments publish open data. Furthermore, the

three parliaments still use different sites for open data portals which means they are not yet centralized nationally. In addition, the challenge faced is that parliament is still autonomous and makes its own decisions regarding open data. This also applies to the responsibility of providing open data that is still fragmented. Despite facing many challenges, parliaments in these countries continue to improve and improve the quality of services. The infrastructure continues to be developed and allocate staff who are responsible for supporting open data.

Based on the challenges identified by Zuiderwijk and Janssen (2013), challenges that can be identified in the implementation of Parliamentary Open Data include fragmentation of open data shown by data related to the DPR RI is still not enough to be accessed on one website. This means that data is available on several sites because not only the DPR RI and PPID websites, but some work units also have their own sites, so the ease of accessing data is still not optimal. Furthermore, there is no standardized and planned process, it can be seen that there is a need for standardization of the process of uploading, downloading and reusing data such as providing clarity on the format of published data and the use of appropriate data. Currently, the published data is still in PDF format, to avoid changing the data by the public,

while as the principle of open data stated earlier that the data format will affect how the data can be reprocessed by the public

In addition, the optimization of public communication forums organized by PPID can also be expanded in function as a forum or public discussion facility that not only seeks to solicit feedback but also allows for discussions related to reused data to optimize open data processes. Realizing the importance of open data in parliament, in 2022, the Secretariat General of the DPR RI as a *supporting system* that manages DPR RI data has issued a regulation on One DPR RI Data. This is in support of the government's steps to realize One Data Indonesia as stipulated in Presidential Regulation 39/2019. The existence of this one data is expected to be a solution to answer the challenges of open data of the Indonesian parliament which has been fragmented and has not presented data in accordance with the government's open data criteria.

In order for One Data DPR RI to be implemented optimally in terms of providing functionality, data retrieval and use, Zuiderwijk and Jenssen (2013) revealed that it can be supported by the use of APIs that allow data producers to integrate, upload, and update data automatically, the existence of interconnection processes carried out by data providers, clarify the responsibilities of interested parties in open data processes, Connect data and display it in catalogs to facilitate search, provide information related to open data

regulations, enable discussion of data both individually and in groups, provide feedback on data and policies, monitoring reused data, and clear standards related to data upload, download, and reuse processes. Agencies also need to ensure that the government's eight open data principles are met in order to better provide data to the public. The strategy is expected to produce a data center that can present and meet the needs of the community for data related to the DPR RI.

CONCLUSION

Open data is one indicator of open governance. Open data is becoming important today because of the growing needs of society. This applies not only to the executive branch, but also to the legislature. In this study, it was revealed that the five characteristics of data disclosure in the DPR RI have not been fully met. This is indicated by the data published in the DPR is not metadata, which means it cannot be processed by machines. Data is provided in PDF format precisely with the aim that the data provided cannot be changed or processed to avoid misuse of data.

The data provided is not primary data, meaning that the data has previously been processed by the respective work units that produce the data. Meanwhile, in terms of timeliness, it is published as soon as possible after the activity is completed, although there are still activities that have not been published the results of the meeting.

Data in the DPR RI is mostly license-free, only from the information of PPID staff, data issued from the Archives Work Unit has its own license. Although every data applicant at PPID is asked to write down the purpose of the data request, the PPID DPR RI ensures that whatever the purpose is and whoever it is has the right to get data for free (if the data is in softcopy).

To realize the openness of parliamentary data, the DPR RI faces a number of challenges, including open data in the DPR RI is still fragmented, there is no standardization of the process of uploading, downloading, and using data again, and less than optimal public communication forums. Data fragmentation can be seen from the availability of data and information in the DPR RI which has not been integrated, process standardization on open data is also not yet owned, and the need to optimize public communication forums that are not only used to improve services, but also become a forum for discussion about the use of data. Thus, to improve data provision services at the Secretary General of the House of Representatives of the Republic of Indonesia, it is necessary to pay attention to the principle of government data openness. This principle can be a reference for improvement, so that people are not only easier to get data

but the data obtained can also be processed according to the needs of the community. Things to note include data formats that are adjusted to metadata so that the published data can be processed by machines. Data must also be published in a timely manner. The need for commitment from the work unit as a data producer to immediately publish data after the activity is completed.

In addition, the provision of a website for the public to select and process the data needed, and download in the desired format is also needed. The existence of this feature has been used in various countries, so if applied in Indonesia, of course the public will welcome it because it makes it easier to obtain data. The DPR RI is also expected to soon launch a data center, namely One Data DPR RI which is expected to be the answer to data fragmentation and standardized and planned processes. The One Data project is expected to enable data producers to integrate, upload, and update data automatically, interconnect processes carried out by data providers, clarify the responsibilities of interested parties in open data processes, and connect data and display it in catalogs to facilitate searching, so that accessibility of parliamentary data in Indonesia is easier for citizens.

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