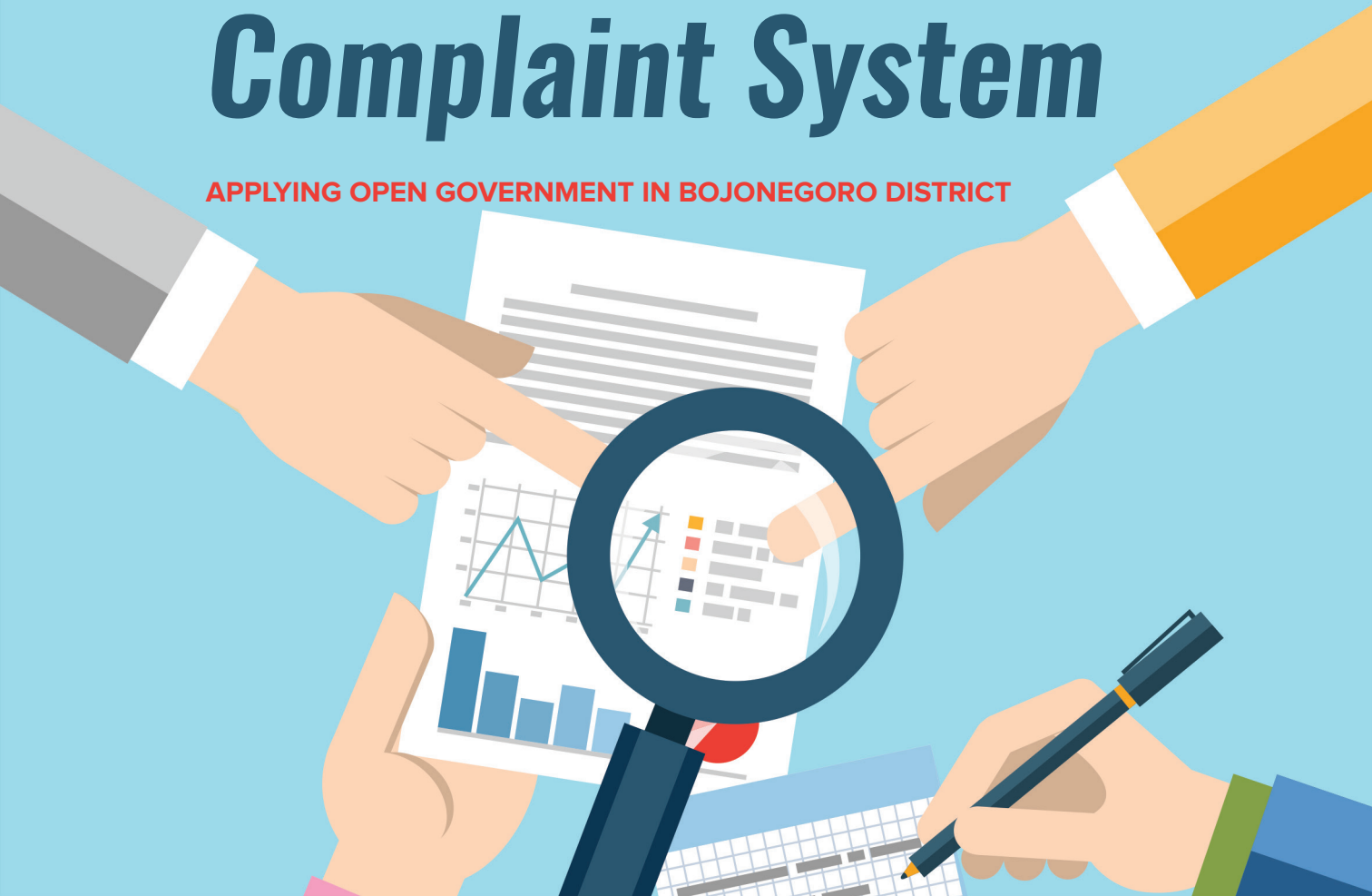


TRANSFORMASI Good Practice

SIAP LAPOR! ***Integrating LAPOR!*** ***Within a Citizens'*** ***Complaint System***

APPLYING OPEN GOVERNMENT IN BOJONEGORO DISTRICT



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The situation before the program was introduced

Since its launch in 2012 by the Presidential Working Unit for Development Supervision and Management (*Unit Kerja Presiden Bidang Pengawasan dan Pengendalian Pembangunan* - UKP4), the People's Online Aspirations and Complaints Service - which in Indonesian is abbreviated to LAPOR! - received interest from just one province, one city and one district: namely, Gorontalo (Sulawesi), the city of Bandung and the Special Capital District of Jakarta. None of these three are yet able to offer an integral example of the best way in which LAPOR! can be applied.

However, LAPOR! could not produce benchmarks, or provide examples of success for other areas to follow without pioneering regions that are ready to be featured. With the lack of real examples, many difficulties remain for regions to replicate; especially given the absence of a single region offering a pilot implementation project. The need to verify the application of LAPOR! is urgent, given the fact that UKP4 was wound up midway through its term when former President Susilo Bambang Yudhoyono's (SBY) time in office ended.

It was under these circumstances that Bojonegoro, a district in East Java on the border with Central Java, enthusiastically adopted under the leadership of District Head Suyoto (who is referred to locally as Kang Yoto) three UKP4 programs: LAPOR!,



a Performance Monitoring and Evaluation System (Column 8), and Open Data. These three programs were located within one aspect of a new government paradigm: open government. Moreover, all three have been continued by central government, even though power has since shifted to President Joko Widodo.

Bojonegoro is particularly appropriate to become a reporter for the LAPOR! system, as handling complaints from the public is nothing new in the district. Ever since Kang Yoto was inaugurated as district head in 2008, Bojonegoro has had a public complaints forum called *Sobo Pendopo*, which allows local people to access officials directly at the district head's office. Held every week after Friday prayers, *Sobo Pendopo* provides an arena for the general public to submit their complaints to local government (LG) officials, civil servants, and leaders of District Technical Organisations (*Organisasi Perangkat Daerah* - OPD). Complaints are made directly in front of the district head, who has been known to rebuke OPD heads if they are present. He also directly determines follow-ups to people's complaints after they are received.

This breakthrough has helped to make local people aware that their complaints

are being appropriately channelled. They also feel involved in Bojonegoro's wider development. OPD staff have become more responsive to conditions in the field, encouraging them to continue solving problems facing local communities.

Not surprisingly, the number of participants joining public dialogues skyrocketed: The number during the first 2-3 years averaged around 100 participants per week.

"Maybe [the numbers were high] because it was still new; and much work still needed to be done in Bojonegoro. Over time, the participation rate has fallen by dozens of people. It's not necessarily due to saturation, it might be because many complaints in Bojonegoro have already been handled," said Djoko Suharmanto, Head of Public Communication Management at Bojonegoro's Communication and Information Office.

Public dialogue forums have provided cultural benefits, too. They make it easy for members of the public to become actively involved, which is very much in line with District Head Kang Yoto's vision. "At that time, we wanted to provide open forums for local people; open to everyone. One of these was our *Sobo Pendopo*," said Djoko.

The problem was that for years there

were inherent shortcomings. People had to come to the district head office in person; not only that, but the time of their arrival had to be pre-arranged. Naturally, this proved an obstacle for many due to the size of Bojonegoro, which is dominated by teak forests, limestone hills and fields that flank the Bengawan Solo River. The area's physical features made it especially difficult for communities in outerlying areas of Bojonegoro, such as Temayang, Sekar

and Gondang, to attend *Sobo Pendopo* gatherings. It was not only villagers living in remote areas that were precluded from attending due to vast distances, however; many town and city dwellers were also restricted, due to office hours.

Therefore, after *Sobo Pendopo* had been in operation for six years, the LG took things to the next level. Public dialogues continue to take place but where before people could only lodge their complaints in a "manual"

About LAPOR!

LAPOR!, or the People's Online Aspirations and Complaints Service, is an online platform that fields the public's wishes and grievances. It is managed by the Ministry for State Administrative and Bureaucratic Reform (KemenPAN-RB). LAPOR! has already been appointed as the National Public Service Complaint-Handling System (SP4N) based on PAN-RB Ministerial Regulation No. 3/2015.

This regulation provides a mandate to all ministries, government institutions, and local governments (LGs), as well as state-owned enterprises (SOEs), to use LAPOR! as a channel to direct public-service complaints. For LGs and SOEs that already have complaint systems, LAPOR! can be integrated and incorporated into them.

Through the LAPOR! system, local communities can share their aspirations and report any complaints they may have about services provided by ministries, government institutions, LGs and SOEs. The process of submitting their feedback is simple: They can log onto the LAPOR! website (www.lapor.go.id), or they can send an SMS to 1708, or send a message via Twitter, Facebook or the LAPOR! smartphone application.

Once complaints have been received, LAPOR! administrators at KemenPAN-RB verify them, provide information to relevant ministries and LGs, and conduct follow-ups to resolve them.

fashion, now they can do so “digitally”. Local people do not have to attend *Sobo Pendopo* discussions; wherever they live, submitting a public service-related complaint is as easy as sending an SMS to a friend or neighbour.

This radical change came about after the LG in this oil-producing district in East Java incorporated the People's Online Aspirations and Complaints Service - or LAPOR! - into its existing complaint-handling system.

The form of innovation

The adoption of the People's Online Aspirations and Complaints Service (LAPOR!) into Bojonegoro District's community complaint system began with a briefing by UKP4 on 14 May 2013. The head of the working unit, Kuntoro Mangkusubroto, explained the three applications that were currently being developed: namely, LAPOR!, the Performance Monitoring and Evaluation System (Column 8) and Open Data.

Bojonegoro District Head Kang Yoto followed up on this initial briefing by forming a District Head Working Team on the Acceleration and Supervision of Development (*Tim Kerja Bupati Bidang Percepatan dan Pengawasan Pembangunan* - TKBP3). Its aim was not only to adopt the three applications but to go further, by adopting the president's working unit at the district level. In this way, Column 8, Open Data and LAPOR! could be applied immediately.

And so it proved: Within a relatively short period of time, of around one month, UKP4 provided district staff with technical assistance. In order to mark the implementation of the applications, a soft launch was held on 1 July 2014, which was attended by various stakeholders. Since the launch, *Sobo Pendopo* gatherings held at the district head's office have begun to be integrated with LAPOR! and its name has been changed to the People's Online Aspirations and Complaints Service Integrated System for Aspirations and

Complaints (*Sistem Integrasi Aspirasi Pengaduan Layanan Aspirasi Pengaduan Online Rakyat* - SIAP LAPOR!)

LAPOR! has not merely changed its name. Kang Yoto has also created a legal umbrella for the implementation of SIAP LAPOR! by issuing a District Head Regulation and District Head Decree. A memorandum of understanding (MoU) has also been signed between Bojonegoro and UKP4. This legal foundation was needed as, at the time of the applications' introduction, there was no legal reference at the national level about the importance of public-service complaints.

This formal legal reference is especially necessary for officials at the Communication and Information Office (CIO), as their efforts are coordinated with technical agencies (OPD) that occupy the same level as the CIO. Put briefly, in the absence of any support from the district head in the form of a regulation or decree, the CIO would not be listened to by other OPD at the same level.

SIAP LAPOR! integrates all the different complaint channels into one complaint-handling system. From lead SMS, through public dialogues, WhatsApp, radio and the LAPOR! app, SIAP LAPOR! is managed by the Bojonegoro LG's Communication and Information Office. At this stage, the commitment shown by the district head was key. “As long as the leadership retained sufficient will, [LG] staff would adjust to the district head's desires,” according to the Head of Bojonegoro's CIO, Kusnandaka P.



Tjatur.

This “digitization” of complaints was conducted not only by instructing people to wait to report, but also by guiding the technical work involved in filing the complaints so that they could be processed in SIAP LAPOR! For example, whenever a complaint is received via SMS, the SMS in question is not automatically registered in the system. SIAP LAPOR! administrative staff fill in a complaint form to enable the system to process the complaint and then automatically call for a follow-up.

The process is the same for offline complaints, which are made for instance at the public dialogues or by listeners to radio talk shows, or even through readers' letters to local newspapers. Anything relating to complaints about public services in Bojonegoro District is immediately uploaded

to become online complaints. In this way, all complaints become input for reports, and are entered into the LAPOR! system. This means that although Bojonegoro already has several different complaint-handling mechanisms, including public dialogues, suggestion boxes, and Radio Malowopati - which is owned by the LG - everything is synchronized and integrated with LAPOR!

In order to run the system, the CIO divides its administrative tasks between two groups: primary admin and support admin. Primary admin, which is located at the CIO office within the LG complex, has two staff members who manage reports that come in and then forwards them to the heads of each technical agency (OPD). Meanwhile, support admin is carried out by one person in each of the OPD. “There are 72 OPD in Bojonegoro, which means we have a total number of 74

admin staff,” explained Kusanadaka Tjatur.

An administration liaison is tasked with processing reports that come in from the OPD - both online and offline, as well as via letter. These reports are entered manually onto the LAPOR! system to be forwarded to the heads of the OPD, and internal social media forums like WhatsApp and so on. The same applies to verbal reports submitted via phone from members of local communities to the government-owned Radio Malowopati. An admin liaison at the radio station forwards

the reports to LAPOR!

During the initial stage of implementation, as the whole process was so new, the two primary administrative staff felt slightly overwhelmed with having to copy all the offline complaints that were received via several different channels, and upload them onto the LAPOR! system. Over time, however, they have grown increasingly familiar with their day-to-day tasks, and the work has become much easier for them to complete.

Implementation process

Since LAPOR! was officially adopted by the Bojonegoro District government in 2014 as part of its complaint-management system, all complaints that the LG receives, from whichever channel, are entered onto the SIAP LAPOR! application.

The regular LAPOR! route, which was originally developed by UKP4, is still available. Local people living in Bojonegoro can submit complaints via SMS, by typing the letters “BJN” followed by their complaint and sending it to 1708. In addition, they can also send short messages straight to the district head’s mobile phone number, 08113445999. Although these are different approaches, all the complaints submitted via each one are entered by admin staff onto SIAP LAPOR!

Public complaints and/or aspirations that are forwarded to SIAP LAPOR! administrators are processed and subject to the same standard operating procedures (SOPs) as those for LAPOR! at the national level. This means that all complaints must be processed within two days. This is the function that is conducted by the two SIAP LAPOR! admin staff at the CIO.

Thereafter, the complaints or aspirations are sorted based on content or category

and then forwarded to the relevant OPD to manage. At this stage, each technical agency’s assigned administrator has up to five days to respond to the complaints and aspirations they receive.

There are three colour codes to explain the status of a complaint after it has been processed. If a complaint is highlighted red, it means the report has not been responded to by the relevant OPD within the maximum limit of five days. The colour yellow means the complaint has been responded to but has not been followed up. Meanwhile, the colour blue indicates that the complaint has been followed up and resolved.

The SIAP LAPOR! application makes it easy for Bojonegoro residents to submit their thoughts and ideas relating to local public services. Those who live in remote areas, such as Temayang, Sekar and Gondang, no longer need to visit Bojonegoro government staff directly to complain about problems that they want to highlight. Instead, they only need to send a message via the SIAP LAPOR! application. As a result, anywhere between 70 and 300 complaints are submitted to SIAP LAPOR! every month.



Required funding

The integration of LAPOR! into Bojonegoro District's reporting system is managed in such a way as to make it financially efficient. As LAPOR! was not part of a new government policy, it did not require separate funding; therefore, it did not cause an additional burden on the LG's budget. LAPOR! is a reporting system that districts like Bojonegoro incorporate into their already-established and existing reporting systems.

As far as initial funding was concerned, the District Head Working Team on the Acceleration and Supervision of Development (TKBP3) provided funds from its own budget to cover the cost of the two LAPOR! primary admin staff, which were chosen from the ranks of the civil service. They were provided with special payments as they undertook the additional administrative work. However, these payments ceased in 2014, when District Head Regulation No. 42 on the TKBP3 was issued and the administrative tasks for LAPOR! were made part of their regular tasks as civil servants.

As previously mentioned, administration

for the LAPOR! system in Bojonegoro consists of primary admin and support admin. Primary admin, which is based at the district government offices, is managed by two staff, while support admin is handled by one person assigned to each of the district's OPD. With a total of 72 OPD in Bojonegoro, that brings the total number of administrative staff running LAPOR! to 74.

With regard to financing these staff costs, CIO Head Kusnandaka explained that Bojonegoro's LAPOR! system is managed according to the principle of "low cost, high impact". Although LAPOR! is not yet run as a fully-established system, the management of its human resources and budget is already integrated within the LG's work flow. In this way, the implementation of the LAPOR! system does not require its own separate budget. "LAPOR! in Bojonegoro requires zero rupiah," he said.

Kusnandaka also explained that LAPOR! could be a highly efficient citizen-reporting system as long as the public's comments were followed up. In Bojonegoro, every

report entered onto the system triggers a minimum of two responses. First, there is a follow-up; then, the report is brought before a management review forum, which is attended by the various heads of the OPD.

The initial follow-up acts as an occasion to complete the citizen's report, while the management review is intended for government staff to resolve the issue(s) raised in the report. "If there was no follow-up or management review, people's reports would just be filed away and lead nowhere,"

Kusnandaka said.

These two actions are accompanied by strong commitment on the part of district government staff to make LAPOR! a success. Each of the management reviews, for instance, is led by the district head himself. Kusnandaka explained: "It can be said that there are three main elements to LAPOR!'s implementation: The follow-ups, management reviews, and the leadership commitment to ensure that everything runs smoothly."

Programme results and impact

Bojonegoro's SIAP LAPOR! is already connected to 72 OPD, which include a range of different bodies, district offices, board secretariats, departments, fire service, hospitals (Dr. Sosodoro Djatikoesoemo, Padangan and Sumberrejo), and 28 sub-districts. By entering into LAPOR!, Bojonegoro District is also included in the national LAPOR! network, where all the Central Government ministries and agencies are connected.

When this innovative system was launched in 2014, the public response was lukewarm. During the first year of operations, members of the local community only submitted 277 complaints. Admittedly, the system was only operational for six months during that first year; nevertheless, the average number of complaints per month never exceeded 50.

In response, the LG continued to use a variety of methods to raise awareness and introduce the SIAP LAPOR! system to Bojonegoro residents. These methods included disseminating information via Radio Malowopati and social media, during public dialogues every

Friday, and through mass media.

As a result, the public response rapidly increased during the second year of implementation. During 2015, LAPOR! received 1,439 complaints from local people. This trend, of an increasing number of complaints being reported, continued into the following year. During 2016, a total number of 2,478 complaints were received by LAPOR! - an almost twofold increase compared with the total the year before. Moreover, no fewer than 100 complaints were received each month. The highest number of complaints in one month occurred in January 2016, when 383 complaints were reported.

In 2017, the third year of implementation, the number of complaints fell to just 1,812. The reason for the decrease was due primarily to the number of complaints that had already been followed up and resolved.

The topics that most complaints centred upon were local infrastructure, governance, education, transportation, environment and disaster management, public welfare and health.



In addition to these, other topics that people felt strongly about included agriculture, land issues, employment, local trade and industry, information technology, tourism and public services.

Looking at percentages, the topics that most people complained about were: a lack of or problems with infrastructure (30%); a need for bureaucratic reform and better governance (20%); the environment and

natural disasters (12%), and other topics (12%).

“People in Bojonegoro are now used to reporting their public-service complaints. This is all part of their keeping better controls on the local government. The number of reports submitted continues to remain relatively stable from year to year, which proves that SIAP LAPOR! has become part of a local complaint culture,” said the CIO’s Djoko.

Monitoring and evaluation

The operation of SIAP LAPOR! continues to be monitored via the LAPOR! dashboard, which can be accessed by the district head and the Communications and Information Office. The dashboard shows real-time complaint traffic, as well as the follow-up

status, the topic reported, and statistical data that records all the details of each report. SIAP LAPOR! is also able to quickly identify the extent to which an OPD has responded to a particular complaint.

If the OPD has provided a response, the

report in question will turn to green on the system; this means the complaint is currently being dealt with. If within 10 working days of the OPD's first response, the person who first reported the complaint does not provide a further response or does not indicate that they are dissatisfied with the process, the system automatically turns the report notes blue. This means the complaint has been resolved.

Although SIAP LAPOR! has been in operation for four years, there are still a number of problems concerning the processing of reports that have to be addressed. These include, for instance, the issue of grouping complaints into different categories according to topic. In the early days of implementation, district admin staff only possessed a general understanding of the system, which resulted in a number of complaints being misfiled in the "Other Topic" category as opposed to being filed in more appropriate, existing topic categories. This caused the "Other Topic" category to be ranked fourth overall (with 38 complaints, or 12%). In addition, the contents in the Tag column are inconsistent; this has resulted in a high number of tags, which are hard to identify.

Furthermore, complaints that are highlighted in blue indicate, as mentioned above, that they have been settled within the maximum 10-day period. However, that also has a weakness in that not every complaint has necessarily been resolved purely because the original complainant has not responded within the given timeframe. Very often, people who lodge complaints take longer than 10 working days to reply to the OPD's initial response, but by that time the colour coding on their complaint has been changed to blue, indicating - wrongly - that it has been settled.

In order to address this, the admin staff

assigned at each OPD must keep an inventory of follow-ups that have not been resolved, so that they can be reported to their respective heads. In addition, the heads of each OPD should directly check the LAPOR! application themselves to ensure discrepancies are avoided.

For statistical data and trends, complainants are not always specific with regard to the location of their grievance. In these instances, the system defaults to East Java province, but cannot be more precise in terms of location within Bojonegoro District. If, however, a complaint does include a clear location, then this information will be added by the district-level admin staff, allowing it to be analysed together with the report's other statistics.

The government is continually working to further develop and improve LAPOR! for the simple reason that its management is now more complex as an increasing number of public institutions have been connected. As a result of their efforts, LAPOR! was upgraded in 2017 to version 3.0, which is equipped with greater data storage and more user-friendly features. For example, with some simple navigation, the platform directs users straight to the complaint page. At the same time, learning also continues to take place, at both district and national levels, to better understand the means of public service-related complaints, especially for complaint managers.

At the community level, however, LAPOR!-related learning requires additional work. People's knowledge about the existence of this online complaint system still needs to be improved; not only in regions where LGs have yet to adopt LAPOR! but, crucially, also in those areas where it is being implemented. Ultimately, this system can work well if local communities are active and governments (national and regional) are responsive.



Support from the DPRD

As a lawmaking body, Bojonegoro District's Local Legislative Council (Dewan Perwakilan Rakyat Daerah – DPRD) has played a key role in ensuring that the innovative complaint-handling service has the necessary legal foundation and ongoing, sustainable policies, which will remain in place even when the current district head steps down. To this end, a special committee was established in 2016, chaired by Dony Bayu Setiawan from the Indonesian Democratic Party of Struggle (PDI-P), to produce a local regulation on public information transparency.

"We endeavoured to 'provide security' in order to make this innovation sustainable; to enable its continued implementation regardless of whoever is district head. The reason for this is that ever since the era of the *Sobo Pendopo* [dialogues] through until this innovation's integration into the LAPOR! system, we have regarded it as part of our

local wisdom, which must be protected," said Dony.

According to Bojonegoro District Regulation No. 2/2017, LAPOR! is incorporated into the complaint-handling mechanism called SIAP LAPOR! The district regulation states that SIAP LAPOR! is the parent organisation overseeing the various complaint channels, including the public dialogues (*Sobo Pendopo*), talk radio, WhatsApp, SMS messages to the district head, and complaint columns in local media.

Dony explained that SIAP LAPOR! has enabled public service-related complaints to be integrated into the online system. However, although this means local people no longer need to visit the district head's office to attend one of the *Sobo Pendopo* gatherings, many of them remain unfamiliar with the new system. They still believe that complaints should be submitted in person,

directly to the relevant department.

“Sobo Pendopo gatherings are still a mainstay for local communities. Due to their location at the heart of the district, however, many residents are unable to attend due to distance and the time that they’re conducted,” Dony said. For this reason, he added, SIAP LAPOR! should be supported by additional *Sobo Pendopo* discussions held at the sub-district level to allow for the collection of more complaints from local people directly. “If the *Sobo Pendopo* forum remains as it is right now, then the people who attend will remain the same as well,” he said.

Furthermore, Dony added that SIAP LAPOR! also needs to be able to differentiate between urgent and non-urgent matters. Not all reports have to be forwarded to departmental heads, let alone the district head. If this could be achieved, then many complaint reports could skip unnecessary bureaucratic stages, while complaints relating to more urgent matters could be resolved at the sub-district or village level.

“For example, the maintenance of compulsory identity cards. There is a report that a particular village head is often absent. Does this mean that the district head should travel to the village to handle this matter directly? The absence of a village head can still be understood because the village head’s affairs are not just about ID cards,” said Dony.

