

Citizens' Aspirations and Complaints Online System (LAPOR) in Indonesia: Making Citizens Happy

Wahyu Mahendra, Metia Pratiwi, & Ririn Prawesti

Faculty of Social and Political Sciences, University of Indonesia

Author contact: wahyu.mahendra@ui.ac.id, Phone: +62 856 2541118 Fax: (+62-21) 78849050

ABSTRACT

The desire and hope for better public services are not grandiose for the citizens. In third world countries such as Indonesia, the welfare of the citizen is dependent on access and the use of public services. However, to create a good public service by Government is not easy, so that it still becomes a big problem in Indonesia. As a result, the citizen should be satisfied with the kind of service offered, though they feel disappointed. In fact, not a few people are apathetic due to unsuccessful attempts to report their problems. The citizen does not know how and to whom the report should be addressed. To overcome these problems, UKP4 (Presidential Working Unit for the Supervision and Management of Development) builds an application called LAPOR (the government's online public service complaint system) by using website, SMS, and mobile application. LAPOR is an initiative from the Government to provide an integrated and accessible portal for the citizens to submit complaints and inquiries as a means of enhancing public participation in national development programs and support the creation of open government in Indonesia. By using qualitative method, researcher find that citizen can provide reports easily which will be distributed directly to 72 ministries or agency to be followed up quickly. This application has now become a great hope that can make citizens happy because they get better public services based on their complaints by using an easy and rapid system.

Keywords: poor public services; public complaints; LAPOR system

INTRODUCTION

The desire and hope for better public services are not grandiose for the citizens. In the third world countries such as Indonesia, the welfare of the citizen is dependent on the access and the use of public services. However, to create a good public service by the government is not easy, so that it still becomes a big problem in Indonesia. World Development Report 2004 and Governance and Decentralization Survey (GDS) 2002 stated that public services in Indonesia is still very low (Dwiyanto & Bevaola, 2003). There are three important issues, which describe how public service in Indonesia is. First, discrimination in delivering services because it's still heavily influenced by the relationship, similarity of

political affiliation, ethnicity, and religion. Second, the lack of the certainty of the cost and time service to trigger the emergence of corruption. Third, low levels of citizen satisfaction with public service. As a result, the citizen should be satisfied with the kind of service offered, though they feel disappointed. In fact, not a few people are apathetic due to unsuccessful attempts to report their problems. The citizen does not know how and to whom the report should be addressed. Although President Susilo Bambang Yudhoyono initiated the direct complaint mechanism through SMS to number 9949 or PO BOX 9949, the effectiveness of these programs were unevaluated and unreported to the public. Moreover, these programs only provided one way communication (www.unilubis.com). To overcome these problems, UKP4 (Presidential Working Unit for the Supervision and Management of Development) builds application LAPOR by website, SMS, and mobile application.

UKP4 is an organization that is under the President to assist the president in the supervision and development controlling, conduct debottlenecking (analysis, coordination and facilitation to parse implementation issues), rapid assessment about governance, and operate of President's situation room to resolve and make suggestions to be taken in quick time. The legal basis mandated to UKP4 shaped Presidential Regulation Number 10 Year 2012, which requested the UKP4 to accommodate suggestions and complaints as well as monitoring and analysis of the implementation of national development. Relating to the mandate, UKP4 initiative to create applications LAPOR! (Online Services and Complaints Aspirasu People) means of aspiration and social media-based public complaints.

There are three main advantages of LAPOR! to receive public aspiration, includes the first LAPOR! establish an integrated system that can associate all government agencies. The integrated system has connected 72 government agencies consist of all ministries, non ministerial agencies, Jakarta Provincial Government, Bandung Local Government, and Indragiri Hulu Local Government. Evenmore, LAPOR! by Jakarta Provincial Government and Bandung Local Government has been connected to all working units (SKPD). Second, LAPOR! provides the space of transparency and interaction to oversee the entire report. Every report that has passed the verivication will be documented and published automatically in webpage on the site <http://lapor.ukp.go.id> so that the community can access it. The third, LAPOR! provide facilities for the people to participate without going through the bureaucratic process by utilizing the channel, such as <http://lapor.ukp.go.id>, SMS to 1708 and mobile applications for BlackBerry and Android operating system, and even social media such as Twitter.

The utilization of internet and social media is important for Indonesia since Indonesia has more than 71,19 billion internet user in 2013 and predicted to 107 billion in 2014 (www.antaraneews.com) and 19,5 billion of Twitter user in 2014 (www.encyty.co). Based on the advantages and facilities that provide for the community, it can be an instrument to

capture the public aspiration and participation. This makes it easier for the public to give the report about government activities and policies and complaint about public services. The users of LAPOR! at this time is 225.350 users with an average of report per day is 1.435 about bureaucratic reform, education, infrastructure, energy and corruption. The response by the government about public report as much as 78 percent that have been submitted in the LAPOR! system can be solved or being investigated. It has been proven that LAPOR! system able to capture the aspirations and participation without going through the bureaucratic process. Then, the question is, how LAPOR! can create public participation in Indonesia?

LITERATURE AND RESEARCH METHOD

LAPOR is a kind of Government to Citizen's application in electronic government. World Bank (2004) defined electronic government as the use by government agencies of information technologies that have the ability to transform relations with citizens, businesses, and other arms of government. These technologies can serve a variety of different ends: better delivery of government services to citizens, improved interactions with business and industry, citizen empowerment through access to information, or more efficient government management. The resulting benefits can be less corruption, increased transparency, greater convenience, revenue growth, and/or cost reductions (Grönlund, 2008:3652).

On the other hand, Misuraca (2007:57-58) states that electronic government has some benefits in three dimensions: economic, social, and government. Related to the benefits for the government, e-government can improve openness, transparency, accountability, and democracy rather than conventional government. In this context, transparency is sometimes more narrowly defined as the release of information which is relevant for evaluating institutions (Bauhr & Nasiritousi). In addition, as pointed out by Scott (2005), transparency also important because it is fundamental to the legitimacy and effectiveness of any government (Joaquin and Greitens, 2012:4)

E-government can also improve public participation in order to reinforce the democracy system. Participation means the act of taking part in something. Participation can take place in ICT environment or called as e-participation. Phang & Kankanhalli (2008) explain that E-participation means that citizen, by using information and communication technologies, being able to perform tasks common to participation, but in an online environment (Slaviero, Garcia, & Maciel, 2012:145). In addition, ICT enables public participation in some ways, such as (1) Chat (provides a space for free discussion among participants, with no focus on a single subject), (2) Profile (allow the user to register for an environment, virtually becoming a part of it), and (3) Information Provision (allows one to

make information available for citizens through a number of sources (Slaviero, Garcia, & Maciel, 2012:149-150).

This research is conducted by using qualitative and quantitative method. Interview with informants from UKP4 and literature study are used as data collection during 2014. Quantitative data such as statistics and observation are used to support qualitative data. In analyzing data, researcher do three simultaneously activities based on Miles and Huberman. They are reducing data, displaying data, and drawing conclusion (Miles and Huberman, 1994).

RESEARCH RESULTS

A. LAPOR! Mechanism

In order to encourage openness and getting public participation, the Indonesian President's Delivery Unit for Development Monitoring and Oversight (UKP4) made a new system called the LAPOR!. LAPOR! system pioneered by Head of UKP4, Kuntoro Mangkusubroto, as one of interaction tools between public and government, based on technology to control the national development (kompas.com, 2014). Basically, the service complaints like LAPOR! has been made by many government institutions, but the difference between LAPOR! and another service systems is the availability of two-ways interactive. In this case, public can deliver a complaint related for public services and monitor or follow-up the submitted complaints. Complaints system uses an advanced technology as a medium to distribute people's participation.

The use of technology means LAPOR! system has implemented a management information system in government and public service activities everyday. Management information system that is used in the LAPOR! can be seen from the use of hardware, both used by the public in making complaints and used by UKP4 for implementing LAPOR! system. Additionally, software and operating system also supports the use of database management systems and online programming through software to facilitate the management information systems. The use of management information systems at LAPOR! has directed the government to implement an e-government in improving openness, transparency, accountability and democracy in Indonesia. Obviously, based on the purpose of the LAPOR!, through using technology, the system tries to get public participation (UKP4, 2014:1).

LAPOR! system has a mechanism to submit complaints to the intended government agency. At least, report mechanism can be summarized into three stages, the first is reporting. At this stage, public can submit a report at LAPOR! via SMS, websites and Android and BlackBerry based application. Reports will be verivied first to check the relevance, clarity, and completeness of the information. After passing the verivication test,

report will be distributed to the appropriate government institution in no more than 3 days. The second stage is following up the reports. At this stage, LAPOR! will publish each report that has been forwarded and provided notification for informers. If the appropriate government institution has been formulated the following-up reports, then the rapporteur will get informed. The reports that relate to the national priority programs will be copied to relevant responsible national priority in UKP4, while reports that has related to public service will be copied to the Ombudsman. The third stage is called the closure report. If the agency has provided the following reports, the reports will be considered complete. Each report and its thoroughness will automatically complete in statistics that can be viewed and downloaded from each connected government institution (UKP4, 2014:5). For details, please refer to the picture below.

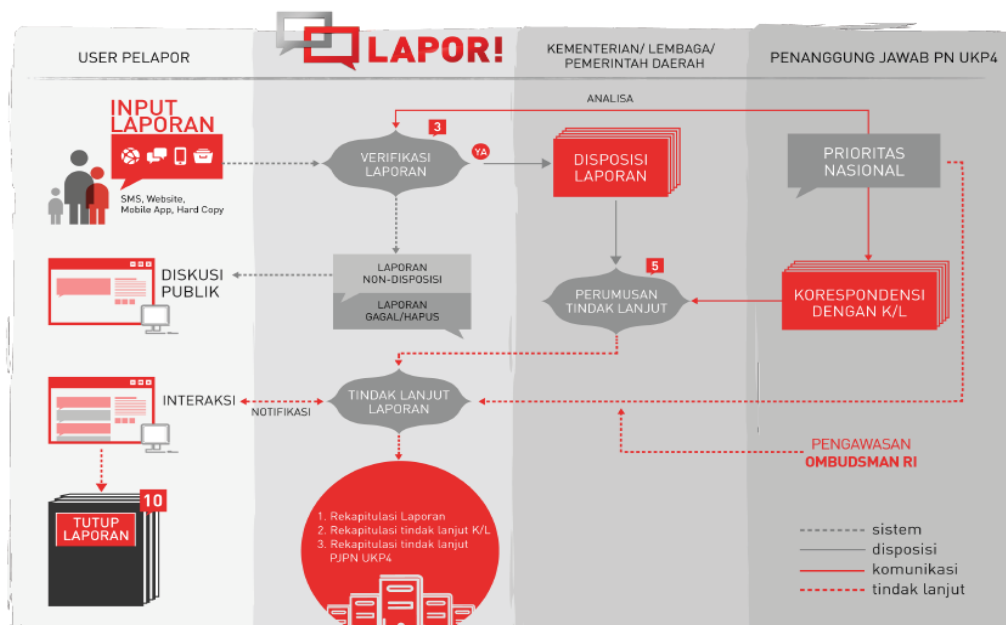


Figure 1, LAPOR! Mechanism
Source: UKP4, 2014

B. How LAPOR! Enhance Participation

LAPOR! can enhance public participation due to some reasons as follow:

1. ICT-enabled Public Participation

The presence of web 2.0 has change the interaction model between government and the people. If in the past there might be only one way interaction, now web 2.0 enables two way interaction. The Pew Internet and American Life Project defines web 2.0 as web-enabled applications that are built around user-generated or user-manipulated content, such as wikis, blogs, podcasts, and social networking sites (Jimenez, Mossberger, and Wu,

2012:252). Using this definition, LAPOR! is a kind of web 2.0 application because it enables two ways interaction.

Referring to Slaviero, Garcia, & Maciel statement, ICT enables public participation in some ways. The first is chat. LAPOR! provides a space for free discussion among participants or with the government. Other people can also give additional comment or additional information related to the posted complaint because the system is open. The second is profile. In order to access LAPOR!, people can make a registration by creating a new ID. If people do not want to get the new ID, they can register by using their Facebook or Twitter account and they will be directed to LAPOR! application. By this registration, people will be a part of LAPOR! and can use it every time. The last is information provision. LAPOR! provides many information for the people through website and Twitter. The information comes both from LAPOR! and user. Thus, LAPOR! enables information sharing among the people, both registered and unregistered people.

Not only facilitating the complainer but also LAPOR! provides public forum. For example, there is a menu called Policy Opinion. In this menu, LAPOR! gives some cases related to the public policy and then people can give their opinion. For example, in this picture, government ask the people about their opinion regarding to the implementation of new curriculum 2013. Although the number of opinions are only 120, but it promises a good future in for active citizenship because the system is still new.

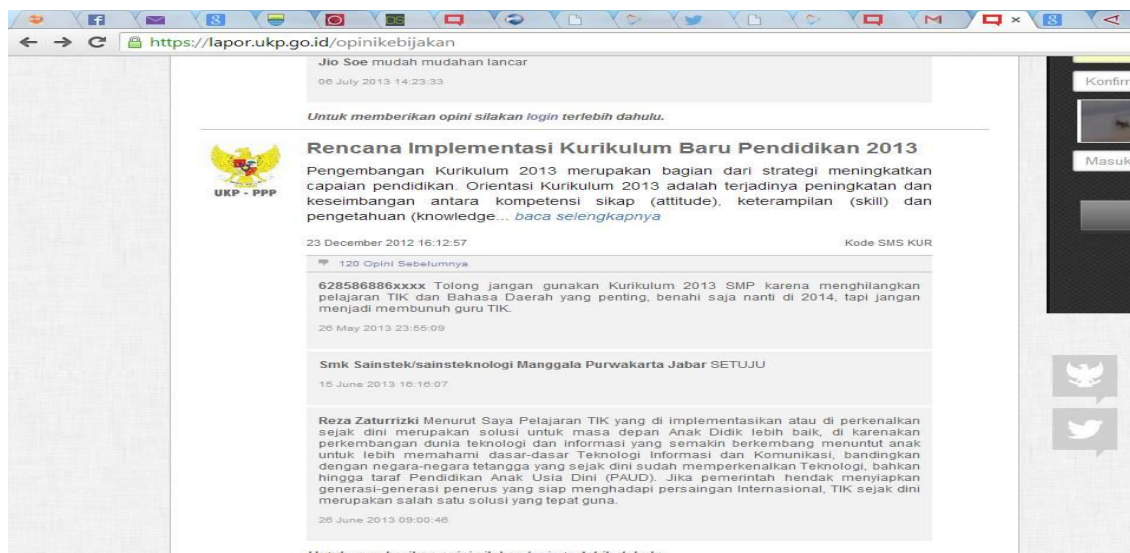


Figure 2 Public Opinion Menu in LAPOR!
Source: <http://lapor.ukp.go.id/opinikebijakan>

Besides the web, people can make interactions with the government through Twitter. However, the use of Twitter is not to make a complaint, just to share information. If people make complain in Twitter, LAPOR! will ask the people to address their complaint to the

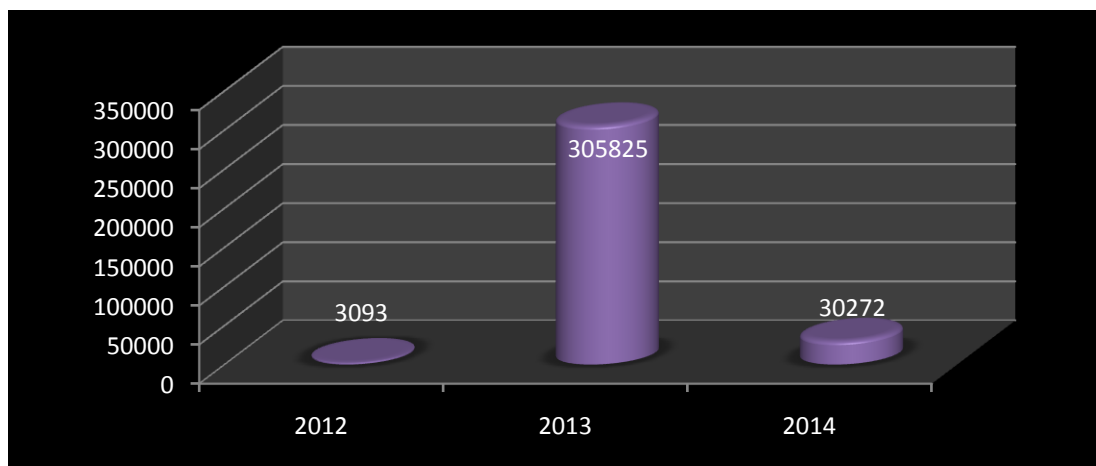
website. LAPOR! has 7.707 followers and has tweeted as much as 6.477. It means that LAPOR! actively posts information related to public complaint or LAPOR! activities.

By the use of web 2.0, people can actively participate to the government because they can express their feelings freely and government give a respond. It is different with the previous complaint system such as PO BOX 9949 and SMS 9949. Although President SBY has accepted 3,5 billion messages and 100.000 letters (www.tempo.co), the participation only happens in one way and people tend to not satisfying with the answer. Moreover, other people can only see the statistics describing the sender number and the messages, without the government response. In contrast, LAPOR! provides two ways interaction and other people can see what others report and what the response.

2. Public Trust

Trust is a difficult thing to be developed or to be kept. Some researchs state that building a trust was a beginning for the adoption of electronic government. For example, Bélanger and Carter research in 2005 found that institution-based trust and characteristic-based trust have significant impact for those who access online public service. In addition, Lee, Braynov, dan Rao found that trusting beliefs in e-government had significant impact for the public in term of intention to use, intention to provide personal information, as well as intention to depend on information provided by the government (Titah and Barki, 2008:47-48).

Intention to use LAPOR! means that public believe that LAPOR! has some benefits or advantages. In the era of e-government, public will not utilize the online services provided by government unless they see the real benefits, like what Jeong states (Jeong, 2006:157). The graphic below shows the number of complaints accepted by LAPOR!.



Graphic 1 Statistics of LAPOR! Complaints

Source: UKP4

(Remark: Data 2012 only from May-Dec, and data 2014 only from January-March)

The number of complaints increases dramatically in 2013, from 3093 reports to 305.825 reports. It means that the intention to use LAPOR! is big. In 2014, from January to March, the reports are 30.272 and it is predicted to reach above 300.000 reports by the end of 2014. Until May 2013, from 62.527 reports received by LAPOR!, about 53% has been completed, 25% in progress, and the rest has not been processed yet. These statistics shows that LAPOR! made public get informed that their reports were proceeded. From the total of 62.527 reports, most reports (19%) were categorized as bureaucracy reform and governance, 17% were infrastructure, and 15% were education (<http://ukp.go.id>). It means that public mostly participate in these areas and wishing the change for good governance, good infrastructure, and good education.

People will trust the government if they get the real benefits, so does with LAPOR!. Here are the benefits provided by LAPOR!:

a. Cutting-of Bureaucracy Process

LAPOR! mechanism is based on technology so it enables people to make complaints and reports about government performance without passing bureaucratic process. In addition, people can download a variety documents to support a given report without any worry because there is anonymous mode. By this, people do not afraid to report everything although it is a sensitive case, such as a bribery case. For example, there is a case where someone complaint about the land-title transfer document process in one of National Land Agency in Tangerang. He has proposed it for two months but the process was still incomplete. Actually, based on standard operating procedure, the process just needed 5 days to be complete. After complaining to LAPOR!, he got a response from National Land Agency that he could take the certificate (<http://lapor.ukp.go.id>). It means that if people do not satisfy with public service in local agency, he can complain to LAPOR! so that the complain will be received by national agency which has more power.

b. Ease of Use

Public can make complaints in only one portal. This is due LAPOR! system has been connected to 72 government institutions. Thus, public can submit complaint to the system then the system will continue it to the appropriate institution. Certainly, these advantages can be one of thing that is able to increase public participation based on technology, so the public can make complaint with online system quickly. For example, researcher is the one who avoid complaint if find something wrong in public services. However, with the presence of LAPOR!, researcher is interesting to make a complaint. When researcher found inconvenient things in a bus station called Terminal Kampung Rambutan, researcher made a complaint to LAPOR! by

describing the case and uploading related documents, such as bus ticket. Furthermore, in few days, LAPOR! responded it and forwarded it to Transportation Affairs Agency of Jakarta Province. Then, afterward, this agency replied my mail and explained that the case will be followed up. From this case, researcher feel that LAPOR! is easy to use.

If people can not access the internet, people can still make a complaint by sending message to number 1708. This is conform with the purpose of LAPOR! to linking interaction and participation between public and government in national development programs and further enhance coordination about public complaints mechanism (UKP4, 2014). Based on the survey conducted in 2013, 54% respondents, from overall 237, agreed that LAPOR! provides easy ways for those who want to make a complaint (<http://lapor.ukp.go.id>).

c. Multi Features

LAPOR! system is equipped with various features, and one of the features are anonymous and confidential. Despite the transparency, LAPOR! provides anonymous and confidential reporting features which can be used by rapporteur to conceal the sensitive and very private identity and report contents. A feature owned by LAPOR! is tracking ID LAPOR!. It allows people to search the report with the presence of features maps and categorization, such as geographic location, topic, status of completeness and related institutions and policy opinion feature to conduct public opinion. Another feature is flood-map made by LAPOR!. During the flood disaster in Jakarta in early 2014, LAPOR! created a map for helping Jakarta Government or volunteer to aid the flood victim.

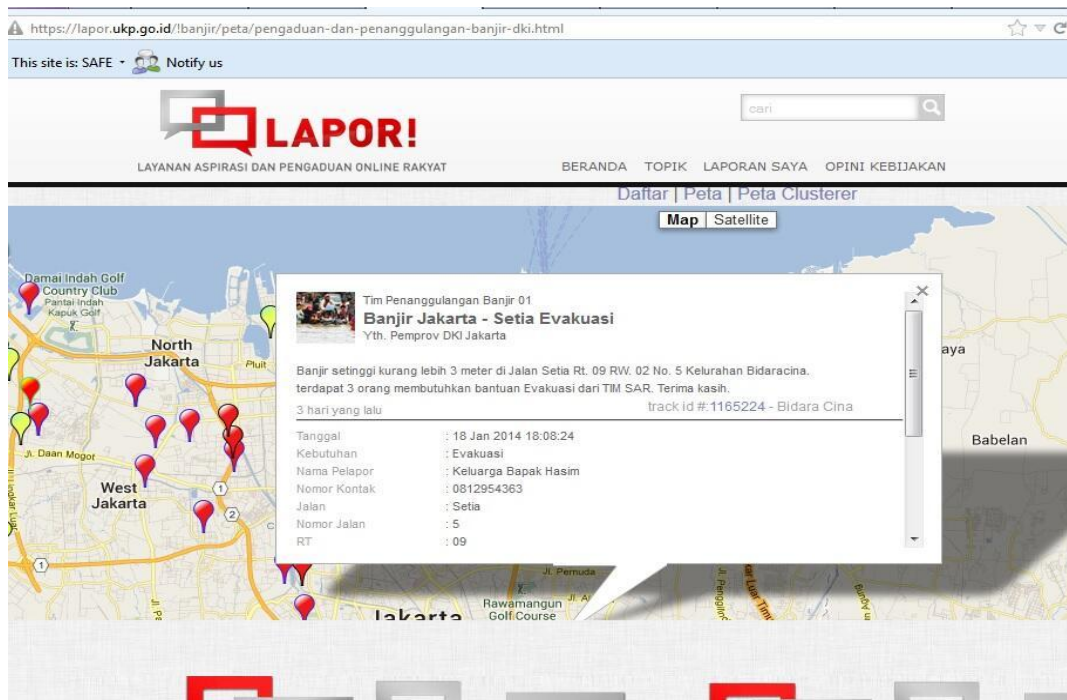


Figure 3 Jakarta Flood Disaster's Mapping

Source: <http://lapor.ukp.go.id>

By reporting about the flood condition, location, and aid needed to LAPOR!, the map symbol (red symbol) would notify people that the area mentioned in the map needed some helps. By this, Government or volunteer can help the people effectively and efficiently. Not only government or volunteer, but also people can avoid the flood area by using the map. It helped people avoid traffic jam in the roads around flood area.

Not only the people get benefits, but also the Mayor of Bandung Municipal City does. Ridwan Kamil is happy because LAPOR! is effective. He says that every report has been distributed to related unit in 2-3 days and follow-up time is in 5-6 days (regional.kompas.com). The benefits lead LAPOR! to be adapted by another local government. In short term, Gorontalo, a province located in Celebes Island, plans to join with LAPOR! in short term.

d. Cross-border Service

Another benefit provided by LAPOR! is it supports cross-border service. People who have problem with other authorities still allowed to complain via LAPOR!. For example, there was fishermen who were arrested by Australia Customs because they surpassed Indonesia's maritime boundary. Facing this problem, the family asked for help to Ministry of Foreign Affairs and Ministry of Maritime Affairs and Fisheries, Republic of Indonesia, via LAPOR!. Receiving this report, both ministers made coordinations and contacting Indonesia Embassy in Australia for further diplomacy.

Afterward, the fishermen were released and came back to Indonesia safely (<http://lapor.ukp.go.id>). This case shows that LAPOR! provides cross-border service so that people do not need to be confused if getting such a big problem involving other countries.

From these benefits, people trust that LAPOR! can bridge them with the government so the government can give better public service for the people. Due to this trust, based on the public survey, 70% respondents want to use LAPOR! again if they get any problem with government services. It is a good achievement because LAPOR! was launched in 2012 and it has given many benefits for the people. Although the benefits, LAPOR! also deals with some constraints, as explained below:

CONSTRAINTS IN IMPLEMENTING LAPOR!

As is known, the public demands of Government performance become increasingly high and quality expected. Unfortunately, the citizens face obstacles in filling their claims. Thus, a LAPOR! system is a new hope for the citizen to obtain better public services. However, as information technology in general, a problem often encountered in the implementation, so does LAPOR! system. Some constraints are below:

a. Socialization Matter

Hitherto, there are many citizens who do not know the system and can not utilize LAPOR! system optimally. This is due to the incomplete socialization, and the ability of citizens in the use of technology. To address this, LAPOR! provides alternative to make people giving complaints through SMS. It is because there are still many citizens have not reached the internet and use social media. However, Kuntoro, head of UKP4, remains optimistic about the effectiveness of the LAPOR! system because the potential of social media users and the owners of the mobile phone is quite high in Indonesia.

b. Human Resources to Follow Up

LAPOR! system is a good technology and a brilliant idea of UKP4. However, it should be understood that as good as a system, LAPOR! system still requires a human factor to go to the field to follow up the reports. If not, then LAPOR! system will only be a reporting system by using SMS or PO Box, which has never been evaluated and reported to public about this effectiveness. As evidence, the complaint on public services is still high, the response of agencies is still complained, and Presiden Susilo Bambang Yudhoyono is often angry in the mass media. The following is a statement of the Presiden in online media with a rising tone “ *I heard*

from the SMS and the mass media, not of the system. Often times I knew more than the Cabinet first. Turn on the system, rapid reporting. If you already deal with, let me know. So the system works and acts done” (us.nasional.news.viva, 2011).

Failures that have occurred in the implementation of a system was the absence human resources support to implement the system properly (opengovindonesia.org, 2013). As a result, the existence of the system does not provide a direct influence in resolving the problem. Ridwan Kamil, Mayor of Bandung Municipal City, pointed out that LAPOR! system makes citizens can provide information which will be distributed to related agencies, but it is not to burden the related units so they can not complete the routine tasks (www.bandung.go.id, 2013).

c. Technical Problem

One of the other problems occurred during the implementation of LAPOR! system is technical constraints that lead agencies or the units to not able to run the complaints entered into the LAPOR! system because the large number of complaints. Up to March 2014, LAPOR! has received an average of 492 reports per day with the number of users reaching above 225.350 accounts.

d. Unintegrated System

Further obstacle is the system is not connected with all agencies in Indonesia yet. This is because the LAPOR! system was tested in January 2013 so the system just connected to the 72 government agencies. They are Ministries, a number of non - governmental organizations of the Ministry, and some local governments such as Jakarta Provincial Government, the Regency of Indragiri Hulu, and the City of Bandung. The impact is a follow-up process will be delayed and saved up to be able to connect with the related government agencies that previously have not been integrated with LAPOR! system. Thus, it takes the pressure from citizens to the each local government to be willing to integrate with LAPOR! system. For example, researcher has ever tried to complaint about bad road condition in Central Lampung. Since LAPOR! did not signed a MoU with Central Lampung Regency yet, LAPOR! could not pass the report to related agencies in Central Lampung.

e. Insecure Status of UKP4

On the other hand, public concerns over the sustainability of the implementation of LAPOR! system are arises. LAPOR! system is successfully created by UKP4, the unit formed by the President Susilo Bambang Yudhoyono. In the Indonesian state system, UKP4 formation is not a mandate of Undang-Undang

(the Act), but it just been stipulated with Presidential Instruction. Thus, a question arises with the sustainability of the current system when the current regime almost ends in this year. People may worry whether the system and its units will be retained by the new government. This happens because there is no guarantee as to the existence UKP4 and the system in the Undang-Undang (the Act) (nasionalkompas.com, 2013). Related to this is also, the next question is how about the MoU between UKP4 and local government that has been integrated with the system. In response, Basuki Tjahaja Purnama, Vice Governor of Jakarta, said that although the President has changed, UKP4 is expected to be still running (www.merdeka.com, 2013).

CONCLUSION

LAPOR! is very useful in enhancing public participation in Indonesia so can make public happy. It is because there is no two-ways system which accommodate public complaint before the LAPOR! exists. LAPOR! can enhance public participation because first, LAPOR! uses web 2.0 system so it enables two ways participation and the second is about public trust. Public trust can be seen through the people intention to use LAPOR!. People intends to use LAPOR! because it has some benefits such as cutting bureaucracy process, easy to use, multi features provided, and cross-border service. Besides the advantages, LAPOR! is now facing the uncertainty in the future, because UKP4 is created by SBY regime and will end in September 2014. To address this problem, LAPOR! should be formalized to the new institution or giving Ombudsman a mandate to implement LAPOR!. Then, the government should obligate all of local governments to implement LAPOR! so people can do participate more.

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