

# **The Implementation of National Complaint Management Online System in Indonesia**

*Factors influencing the support and/or resistance towards innovation*

Master's Thesis

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“To have a stable economy, to have a stable democracy, and to have a modern government is not enough. We have to build new pillars of development. Education, science, and technology, innovation and entrepreneurship, and more quality.”

-Sebastian Pinera

“We are all now connected by the Internet, like neurons in a giant brain.”

-Stephen Hawking

“It is the first responsibility of every citizen to question authority.”

-Benjamin Franklin

## Preface

Dear Readers,

Before you is the thesis “The Implementation of National Complaint Management Online System in Indonesia: Factors influencing resistance to and/or support towards innovation” in partial fulfillment of the Master of Communication Science of Corporate and Organizational Communication at the University of Twente. This thesis is a result of research, data collection and analysis, and report writing.

The research topic was easily chosen due to my career background and interest in political and governmental issues in my home-country, Indonesia, which has undergone changes and modernization in an effort to improve public service delivery. This study specifically focused on Indonesia’s LAPOR system, the result of e-Government innovation in handling public grievances. The aim of this thesis was to explore the underlying factors influencing the acceptance and/or the hindrance of LAPOR implementation in municipalities in Indonesia, to prove the system’s benefits, as well as to provide recommendations to boost the system implementation.

To successfully complete this thesis, the assistance of several people was required. Hence, I would first like to thank my supervisors, Prof. dr. W.E. Ebbers (Wolfgang) and dr. H.A. van Vuuren (Mark), for their tremendous assistance in enlightening me during this report writing process. I am also very thankful for the enormous help and support from Boni Hargens as the Director of Indonesia Electorate Institute and all of the respondents who were willing to share their knowledge and experiences.

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## Abstract

The year 1998 was an important turning point in the history of Indonesia's democratization. The fall of Suharto on May 21<sup>st</sup> did not only change the political leadership, but also brought about the transformation of democratic practices, including bureaucratic and governmental reforms. Since then, the Indonesian government has realized that openness and transparency are the key to a modern government. Through the Open Government Indonesia (OGI) movement, the Indonesian government initiated LAPOR, a one-stop shop online platform designed to manage public complaints. LAPOR, under President Jokowi's administration, became a national priority program and is still currently being implemented in municipalities across Indonesia.

The objective of this qualitative research study is to explore the underlying factors influencing the support and/or resistance towards the implementation of OGI *by means of implementing* LAPOR in the municipalities in Indonesia as a nation-wide integrated public complaint management system in municipalities using the model developed by Ebbers & van Dijk (2007). In this model, ten innovation stages ranging from the initiation phase to implementation phase are explained. The absence of activity in any of these stages will serve as the indicator of organizational resistance towards innovation and the presence of activity in these stages will serve as the indicator of organizational support for innovation.

In the data collection stage, primary data were collected through face to face interviews containing 20 semi-structured questions, with the municipality as the unit of analysis. In selecting the interviewees, a purposive sampling method was used, specifically the Homogeneous Sampling. This sampling technique accentuate on the selecting units from a specific subgroup who have the

same qualifications or have the same professions. From the ten short-listed municipalities, two public servants from the administration level and a decision maker in the organization were interviewed. Following the data collection, a thematic analysis was used to examine the data.

As a result of the data analysis, a table summarising the factors found to be influencing the support and resistance towards LAPOR was made. From that matrix, one can see that during the initiation phase, a few municipalities did not report a sense of urgency or planning. In the implementation phase, almost all supporting factors were completely accounted for, except for adaptation of policy: five out of ten municipalities were found to not have identifications of adaptation of policy. When compared, the adaptation of policy had the least presence compared to other processes. This study confirms the non-linearity characteristic of Ebbers & van Dijk's model (2007), especially in the implementation process, which do not reflect any specific order.

From the findings, potential solutions based on the literature study and interviews were proposed to solve each of the barriers. These appropriate actions were categorized into three main drivers: People, Organization, and System. Additionally, benefits perceived by the municipalities such as citizen satisfaction, enhanced information flow, easier problem mapping were also provided and explained. The information provided in this thesis will be useful for the central government with regard to boosting LAPOR implementation, as well as serving as a guideline for future ICT-based innovation. Due to the limited budget and time in which this research had to be completed, municipalities were chosen based on geographical proximity. Thus, the results of this study are not representative of all municipalities in Indonesia. Therefore, it is encouraged for future researchers to conduct quantitative research based on random sampling strategies to obtain more broad and generalizable results.

*Keywords:* Qualitative research, Internet technology, Open Government Indonesia, e-government innovation, LAPOR, complaints management, Indonesia.



# 1. Introduction

## 1.1 Indonesia and Open Government Partnership

The year 1998 was a significant turning point in the history of Indonesia's democratization. The fall of Suharto's authoritarian government did not only change the political leadership but also brought about the transformation of democratic practices, including bureaucratic and governmental reforms. All elements of society at that time demanded the government to be more transparent and wanted to be included from as early as the planning process and to have the freedom to be involved in overseeing government work. Since then, the openness of the government has snowballed.

This transition period, which is known as *Reformasi* (reform), pushed the country to pursue more open and liberal policies by providing greater freedom of speech and an enhanced role of civic participation. The Indonesian government has become increasingly convinced that openness is the basis of a modern government and is the key to unlocking Indonesia's potential in the fields of economy, public services, and innovation towards a progressive, fair and prosperous country. 32 years of Suharto's authoritarian administration has left Indonesia with a bad reputation. According to Syifa (2017), Indonesia was subjected to massive international shaming, with it being given the title of 'ugly' governance and the 'most corrupted country' in Asia and globally. This shaming was what prompted the Indonesian government under President Yudhoyono administration to join as one of the pioneers of the global Open Government Partnership (OGP) movement in September 2011.

Indonesia, along with the United States, Brazil, Mexico, Norway, Philippines, South Africa, and the United Kingdom, launched OGP as a global initiative to secure countries' commitment to



promoting transparency, empowering citizen, combatting corruption, and harnessing new technologies to strengthen governance (OGP Articles of Governance, 2015). Indonesian membership was based on three main arguments: 1) OGP is expected to add more pressure to push the good governance agenda in Indonesia to combat corruption; 2) OGP will act as momentum to strengthen Indonesia's international legitimacy after the negative implications as a result of corruption; and 3) OGP as a long-term political and economic investment to help Indonesia free itself from corruption (Syifa, 2017).

In the early years of the Open Government movement in Indonesia, the government focused on building government officials' understanding of the importance of transparency and how to implement it. Whereas in the second year, the movement was more focused on encouraging the general public to participate in promoting government openness and in the formulation of OGI action plans.

The OGI movement amongst others has stimulated the birth of public policy innovations such as the breakthroughs in the field of ICT with the establishment of the "One Service" portal, which contains hundreds of citizen service information modules, starting from making passports. While in terms of institutions, Open Government in Indonesia also encourages the formation of Information and Documentation Management Officers (PPID) in all ministries, institutions and regional governments. Out of all the programs, LAPOR is also one of OGI's most important commitments in regard to improving the quality of public services to boost community satisfaction (OGI, 2012).

## 1.2 LAPOR: Indonesia's Online Complaint Platform

By committing to the democratic value in the Open Government movement, Indonesia modernized its complaint handling mechanism through the LAPOR innovation. This platform provides two-way

communication between the government and the citizen and is believed as a technological tool for addressing a pressing democratic and government need. As such, LAPOR is an important means through which OGI is implemented.

In the beginning, LAPOR was jointly managed by the Presidential Work Unit for the Supervision and Management of Development (UKP4); however, under Jokowi administration it is jointly operated by the Office of Presidential Staffs (Kantor Staf Presiden/KSP) and the Administrative and Bureaucratic Reform Ministry (MENPAN). Introduced by Yudhoyono administration in 2011, the real aim of LAPOR is to help citizens file reports or complaints regarding public service delivery. Before LAPOR, there was no good cooperation between agencies across ministries, provinces, and cities in Indonesia. Filing a simple report (for example a pothole, broken streetlights, inappropriate public officials, bribery, or in larger cases: corruption) could be a hassle since citizens had no clear idea of the bureaucratic processes and where to submit their complaints.

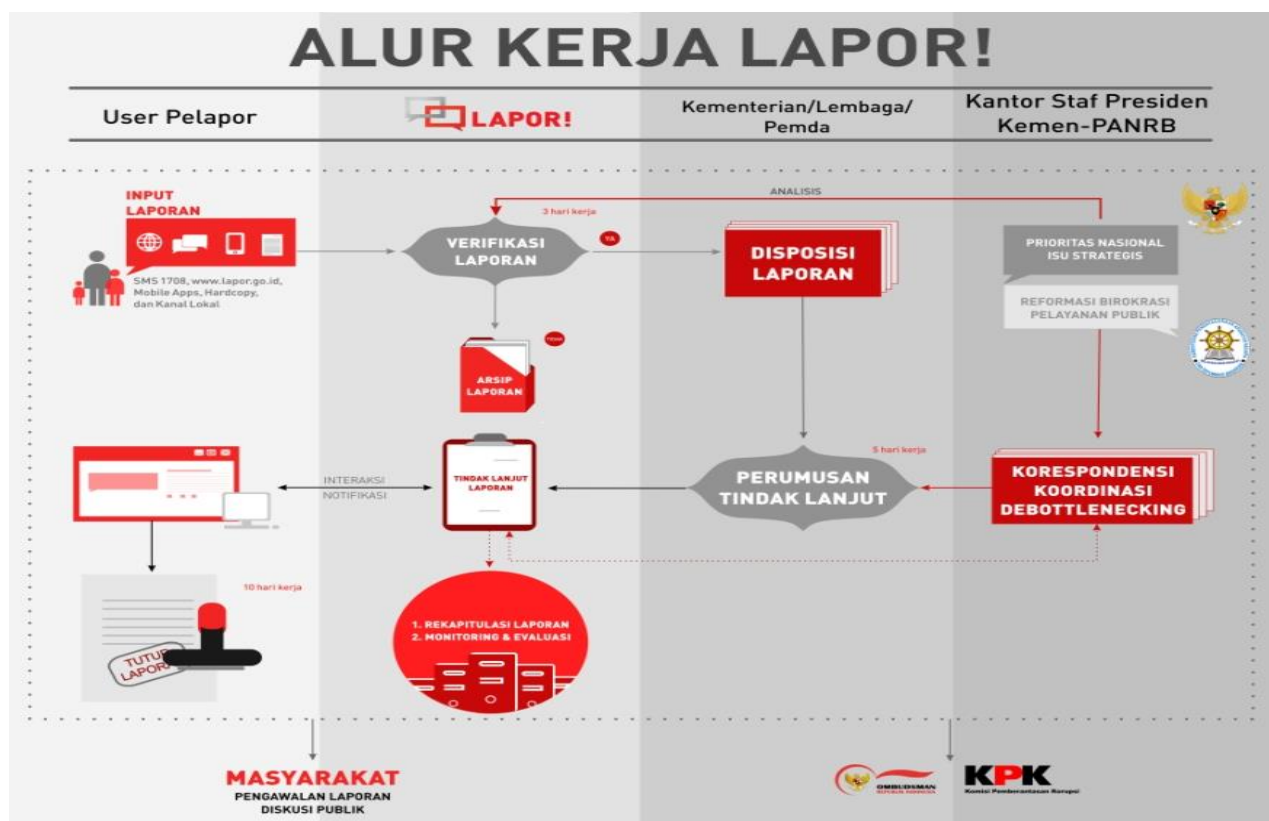


Figure 1- LAPOR Workflow

LAPOR—which is integrated with 34 ministries, 97 non-ministry governmental institutions / non-structural institutions / state institutions, 116 state-owned enterprises, 303 local governments, 130 state universities & private higher education coordination, and 131 Indonesian representatives abroad —enables active citizens to declare their complaints or feedback to the right agency through its ‘no wrong door’ policy (LAPOR, 2018).

The citizens can air their grievances by texting short messages (SMS) to 1708 (see Figure 1), by visiting the website at [www.lapor.go.id](http://www.lapor.go.id), connecting with the Twitter account @LAPOR1708 or through the mobile application. After filing their complaints, citizens or users are given a unique tracking ID for each report and a notification when it has been responded to. The LAPOR team checks every complaint to ensure that it is clear before forwarding it to the responsible agencies.

The agencies have to respond within five working days. If not, the LAPOR team will call the agency’s liaison officer. If progress has still not been made within a week, LAPOR sends a report to a senior official. If in the end, the system is still not working, the agency can be reported to the National Ombudsman. As a state institution having the authority to oversee the implementation of public service, Ombudsman will investigate the case and issue a binding order to the agency. Until now, after a six-year operation, LAPOR has 285,444 users and has registered more than 1.29 million complaints through the following: 75.15% via SMS, 21.5% via the website, and 3.35% via the mobile application.

LAPOR is the solution to the phenomenon of the lack of public participation in reporting public services, where the citizen was still reluctant to complain about disappointing public services they experienced. There are several reasons why this phenomenon exists in Indonesia: 1) the public is skeptical about whether the report will be responded to or the problem will be solved; 2) the public is not entirely sure about the data confidentiality and they are afraid of the possibilities of being criminalized because of their criticism of a government agency; 3) the lack of socialisation and

the awareness of Public Service Act 4, which states the citizen's rights in regard to receiving public services; 4) the public does not know the procedure of filing formal complaints and where to file them (PATTIRO, 2012). In fact, public complaints are important for the government in designing policies to encourage improvement in the quality of public services and in improving good governance (Haq Muis, 2016).

### 1.3 Government Initiation and Municipalities Compliance

The implementation of the regional autonomy policy in Indonesia raises the communities' expectations, especially in terms of improving public services and eliminating the distance between the service providers and those being served. However, the quality of public services is not much different than before the era of regional autonomy. In fact, the local government was the most reported institution in 2017, accounting for 3,427 community complaints, which is equivalent to 42.3 percent of the total of public complaints received by the Ombudsman (Rochmi, 2018).

Since the launch of the program, not all government agencies and municipalities have implemented LAPOR, meaning that not all citizens can complain about public services in their cities. Therefore, the Indonesian central government, through the *Menteri Pemberdayaan Aparatur Negara dan Reformasi Birokrasi/ MenPANRB* (English: Ministry of Administrative and Bureaucratic Reform) Circular Number 4 in 2016, requested all regional or local governments to integrate LAPOR into their organization. In 2017, the Ministry decided that the entire public service complaints management of the provincial, regency and municipalities could be connected or integrated with the Sistem Penanganan Pengaduan Pelayanan Publik Nasional- SP4N (National Public Service Management System). This is a central government effort to improve the mapping and monitoring of the performance statistics of local governments in managing public services (Open Government Indonesia, 2017).

Most literature and research have more focused on the citizens' perspective because they are the objects of government policy and innovation. However, the municipalities' perspective is also interesting to study considering that even though they are the extension of the central government, local governments or municipalities also feel the impact of central policies. Moreover, the regional autonomy system in Indonesia allows municipalities to determine their own attitudes. Therefore, it is fascinating to explore the underlying factors influencing the support and resistance towards innovation, such as the LAPOR at the municipality in Indonesia.

## 1.4 Research Objective

This turning point in the history of Indonesia occurred relatively recently, and since prior to that Indonesia faced an authoritarian government over an extended period, it is both relevant and opportune to study how such an innovative 'movement of opening-up' is meeting support and resistance within governmental organizations that existed and still exist both prior and after the turning point.

Therefore, the main purpose of this study is to conduct an in-depth investigation of the factors that are influencing the support and resistance towards the implementation of OGI *by means of implementing* LAPOR as a nation-wide integrated public complaint management system in municipalities and also to produce practical recommendations to boost or increase the system's implementation in municipalities. As such, LAPOR is a tangible object of innovation through which OGI can be implemented. Consequently, the research objective is formulated as follow:

**“To explore the underlying factors influencing the support of and resistance towards the implementation of LAPOR and to provide recommendations to boost the adoption of the system in municipalities in Indonesia, in which the system has not yet been implemented.”**

## 1.5 Research Questions

This research study aims to answer the following research questions:

1. What are the organizational factors influencing the support and/or resistance towards the implementation of LAPOR in municipalities in Indonesia?

The first research question will explore the factors that influence the acceptance of the innovation and/or hinder the implementation of LAPOR in municipalities in Indonesia.

2. What are benefits derived from the use of LAPOR as a national complaint handling system from municipalities' perspective?

The second research question will investigate the benefits of the system as perceived by the municipalities.

3. What are the potential recommendations or strategies needed to overcome the implementation barriers?

The third research question will investigate the solutions that can be implemented by the Indonesian government to increase the system's implementation in municipalities in Indonesia.

The process of innovation will be the viewpoint from which the support of and/or resistance towards the implementation of LAPOR will be identified, as part of the efforts to improve citizen's satisfaction, trust, and participation. As a qualitative study, the research design does not include hypotheses and variables to measure. In answering the research questions, data collection and the theoretical background will be the key.

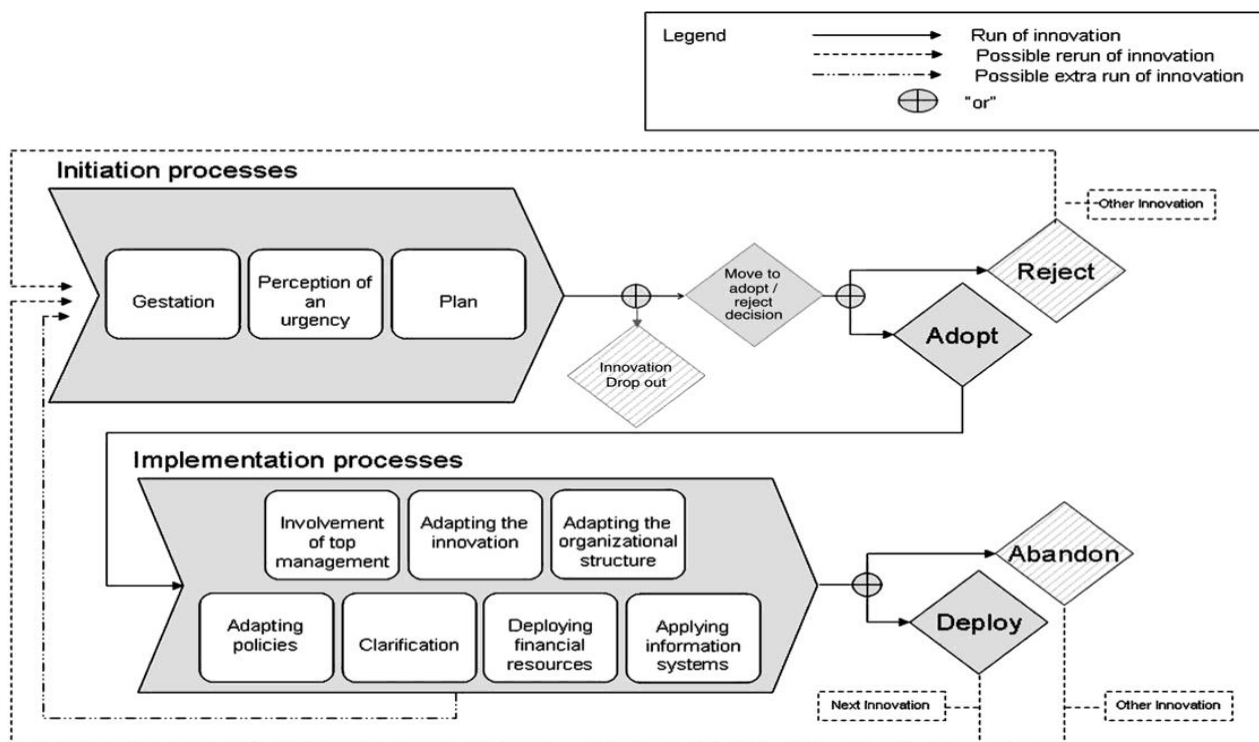
## 1.6 Research Relevance

This research study is relevant in two senses. First, the study has practical relevance as it provides qualitative evaluations of the innovation processes of LAPOR as an e-Government innovation in post-authoritarian Indonesia. The policymakers, public administrators, and other stakeholders in

the government agencies can use this research as material for consideration in formulating policies or use it to improve other government organizational practices. This research will also provide several recommendations for Indonesian municipality organizations to help improve the level of implementation of LAPOR. Second, the study's scientific relevance lies in using, operationalizing and as such validating a specific e-Government innovation model (Ebbers and van Dijk, 2007, see also below) which has only been tested once (Velleman, 2018), thus could use further testing.

## 2. Theoretical Background

As the foundation of data analysis, the theoretical background refers to the theories used to analyze the data in alignment with the research questions. There are several models that can be used to explain the process of implementing innovation in an organization; however, in this case, The New Model of Innovation Process by Ebbers & van Dijk (2007) was chosen, as shown in Figure 2. Ebbers & van Dijk proposed this innovation model as a solution to some problems encountered by other innovation models, such as the supposed non-linear character of the models, the heavy focus on the development of innovation, the distinction between the developmental and the implementation/termination period, and the difficulty in pinpointing the moment of adoption.



*Figure 2- New Model of Innovation Process (Ebbers & van Dijk, 2007)*

Ebbers & van Dijk believe that when a simple innovation is invented, the processes or stages tend to be in a straight order. However, since the ICT-means innovations especially in e-Governments are more complex, the stages tend to vary in order and overlap. Ebbers & van Dijk's model grasps the



whole process of adoption and implementation of e-Government services and provides the indicators for the resistance to and/or support towards innovation, thus fits well in this thesis, since it addresses both the initiation and implementation processes of innovation.

Ebbers and van Dijk (2007) define services resistance as when the new electronic government services innovation processes are obstructed, delayed, or prevented from making progress by empirically variable decisions and actions of actors within governments. On the contrary, support towards the innovation implementation is defined as the extent to which the e-Government services innovation processes are encouraged, accelerated, or advanced by the governments.

This thesis aims to understand the factors influencing the resistance to and/or support towards an e-Government innovation, specifically the initiation and the implementation processes of LAPOR in municipalities in Indonesia. Using literature, every process is operationalized into indicators for resistance and support and indices and items that describe what should be identified to find the indicators. First, a table (see Table 1) summarizing all phases of innovation, indicators and indices of support and resistance is presented. An elaboration of all processes and indicators is presented after Table 1.

Table 1

*Indicators of Support to and Resistance towards LAPOR Implementation as an e-Government Innovation*

No.	Phase of Innovation	Indicator of support	Indicator of resistance	Indices (+= support, -= resistance, S= Source, I= Item)
Initiation Processes				
1.	Gestation	Presence of gestation	Absence of gestation	+ Statement or discussion took place in municipalities regarding the need for change by implementing ICT based innovation for better handling of public complaints. - The absence of such a statement or discussion.

				<p>S Interview with selected municipalities, both key actor (top management level) and key user (LAPOR administrator); Desk research; Document studies.</p> <p>I Problem awareness and the need to implement LAPOR.</p>
2.	Sense of urgency	Presence of sense of urgency	Absence of sense of urgency	<p>+ Calls for an 'alarm' where the LAPOR implementation is felt necessary and urgent to overcome the problem.</p> <p>- Absence of such 'alarm'</p> <p>S Interview with selected municipalities, both key actor (top management level) and key user (LAPOR administrator); Desk research; Document studies.</p> <p>I Perceived sense of urgency within the municipality.</p>
3.	Planning	Presence of planning	Absence of planning	<p>+ Set of activities made to ensure LAPOR implementation, for example budget and resources planning.</p> <p>- The absence of such activities.</p> <p>S Interview with selected municipalities, both key actor (top management level) and key user (LAPOR administrator); Desk research; Document studies.</p> <p>I Plan made by management in the implementation of LAPOR.</p>
Implementation Processes				
4.	Top management involvement	Presence of top management involvement	Absence of top management involvement	<p>+ Projects and programs reported to or monitored by top management (which is treated as a weak indicator) or that are positively responded to by top management (which is treated as a strong indicator).</p> <p>- Projects and programs not reported to or monitored by top management (which is treated as a weak indicator) or that are negatively responded to by top management (which is treated as a strong indicator).</p> <p>S Interview with selected municipalities, both key actor (top management level) and key user</p>

				(LAPOR administrator); Desk research; Document studies. I Actions and decisions made by top management regarding LAPOR.
5.	Adaption of innovation	Presence of innovation adaption	Absence of innovation adaption	+ Alterations of e-Government system designs based on the needs, demands and constraints of future users - The absence of such alterations. S Interview with selected municipalities, both key actor (top management level) and key user (LAPOR administrator); Desk research; Document studies. I Involvement in innovation adaption activities.  <i>*This process is not further researched because currently municipalities are not directly or are indirectly involved in the adaptation of the innovation.</i>
6.	Adaption of the organizational structure	Presence of organizational structure changes	Organizational structure remains the same	+ Changes that occur in the degree of delegation, unity-of-command, centralization, participation, standardization, and division (i.e., the degree to which activities are divided in smaller activities). - The absence of such changes. S Interview with selected municipalities, both key actor (top management level) and key user (LAPOR administrator); Desk research; Document studies. I Responsibilities and task delegation; use of rules and procedures.
7.	Adaption of policy	Presence of policy changes	Policy stays the same	+ Policy (to be) adapted in relation to e-Government. - No policy (to be) adapted in relation to e-Government. S Interview with selected municipalities, both key actor (top management level) and key user (LAPOR administrator); Desk research; Document studies. I Changes to regulations or policies.

8.	Clarification	Presence of clarification	Absence of clarification	<p>+ Explanations intending to make government personnel understand usage and effects of an e-Government service that is to be implemented.</p> <p>- The absence of such explanations.</p> <p>S Interview with selected municipalities, both key actor (top management level) and key user (LAPOR administrator); Desk research; Document studies.</p> <p>I Program socialization within municipalities, program socialization to citizen.</p>
9.	Deploying financial resources	Financial resources clear	No financial resources	<p>+ The availability of budget and other resources to ensure the running of the innovation.</p> <p>- E-Government projects or programs announcing a financial deficit.</p> <p>S Interview with selected municipalities, both key actor (top management level) and key user (LAPOR administrator); Desk research; Document studies.</p> <p>I Calculate the operational cost and provide a sufficient budget.</p>
10.	Deploying information system	Presence of information system	Absence of information system	<p>+ The announcement of activities and measures that improve the interoperability of information systems.</p> <p>- The absence of such announcements.</p> <p>S Interview with selected municipalities, both key actor (top management level) and key user (LAPOR administrator); Desk research; Document studies.</p> <p>I System implementation or integrating the system into existing municipal's complaint program.</p>

## 2.1 Initiation Processes

Innovation starts with the initiation processes, in which the organisation recognizes a need, searches for solutions, learns the existence of an innovation, considers its suitability for the organization,

communicates and proposes its adoption with the others (Duncan, 1976; Rogers, 1995; Meyer & Goes, 1988, as cited by Damanpour & Schneider, 2006), and decides whether to adopt or to reject an innovation (Ebbers & van Dijk, 2007).

### **2.1.1 Gestation**

In the New Model of Innovation Process, the earliest stage of the initiation processes is gestation, in which organizations encounter a series of unplanned events that trigger the recognition of the need for change, which in turn creates awareness of the feasibility of an innovation (Ebbers & van Dijk, 2007). Applied to the LAPOR case, the gestation period is when municipalities realize the need and benefits of LAPOR to their organization.

Despite most local governments already having their complaint management system in place, they were often reported to have not yet optimized solving citizens' grievances (Oktavia, 2018). Based on the desk research for the current study, many of these comments came from the state officials such as the Ombudsman, the Ministry of Administrative and Bureaucratic Reform, as well as NGOs, which are more or less believed to have contributed to the discussion about change within a municipality.

To ensure public complaints are dealt with quickly, the central government encouraged municipalities to implement LAPOR into their public complaints management system. Due to the regional autonomy, the head of the local government can determine whether or not they want to implement LAPOR into their municipalities. However, by choosing to implement the system, the central government can easily monitor the quality of public services delivered by municipalities, which means municipalities will be more vulnerable to criticism and performance assessments. Based on these facts, the municipalities' motives for implementing the system became an

interesting research topic. It is also believed there must have been some internal discussion prior to the municipalities deciding to implement LAPOR in their organization. This discussion that happens during the gestation period might trigger the adoption of an innovation. Therefore, as previously mentioned in the literature, the presence of gestation will be considered as the indicator of organization support towards innovation, whereas the absence of gestation will be considered as the indicator of a municipality's resistance towards innovation.

### **2.1.2 Perceived Sense of Urgency**

In 2016, under Jokowi administration, the Indonesian government relaunched LAPOR as a Sistem Pengelolaan Pengaduan Pelayanan Publik Nasional- SP4N (Complaint Management System for National Public Service) as part of the Nawacita manifestation to involve the public in building clean, effective, democratic and reliable governance, in line with the mandate of Law Number 25 of 2009 concerning Public Services. This relaunch was carried out because LAPOR was previously considered active but not yet optimal. The improved LAPOR system was then encouraged by the Ministry of Administrative and Bureaucratic Reform so that all Regional Governments are integrated with LAPOR as contained in the PANRB Ministerial Circular Number 4 of 2016.

Many innovative ideas need some form of "shock" therapy that shows the urgency of innovation adoption to boost its acceptance (Ebbbers & van Dijk, 2007). It is assumed that the seriousness of the central government creates a sense of urgency in the municipality that leads to the implementation of the system as stated in the literature. Hence, it drives innovation implementation within an organization. Therefore, the presence of a sense of urgency in municipalities is perceived as an indicator of organizational support towards innovation and the absence of such sense is an indicator of government resistance towards LAPOR.

### 2.1.3 Planning

After realizing the importance and the inevitability of innovation, organizations start planning to improve e-Government services. This set of activities carries a description of the financial, and/or human resources that are necessary to perform the intended activities. During this stage, the decision about whether the innovation will be adopted or not will be made (Ebbbers & van Dijk, 2007). Planning helps ensure better innovation implementation in an organization., whereas the lack of systematic planning and managing the introduction of new information technologies could leave users at a disadvantage and the organization at risk (Fisher and Wesolkowski, 1998 as cited by Kamal, 2006). Thus, the presence of planning made by municipality regarding LAPOR is considered as support towards innovation. On the contrary, the absence of this plan is a form of organization resistance towards innovation.

## 2.2 Implementation Processes

The organization proceeds to the implementation phases after deciding to adopt an innovation. Innovations such as LAPOR, which focus on handling citizen grievances, hence improving the government-citizen relationship, are also being used by municipalities to change the way they are used to communicate within the organization, as well as with their other stakeholders. This implementation required some changes in how public complaints were handled in their organizations (Siregar & Kumaralalita, 2017).

The New Model of Innovation's emphasis is on the implementation process, which is arguably the phase in which most problems arise. Further, it is estimated that almost 50% of all implementations of significant technological and administrative changes fail during this phase (Velleman, 2018). The indicators of government support and resistance will be explained below.

### **2.2.1 Involvement of top management**

Information technology innovation would be more likely to happen when the political environment in which the innovation will be applied favors the change. Therefore, support from the elected or appointed top administrative authorities is crucial (Tolbert & Zucker, 1983, as cited by Kamal, 2006).

Wong (2013) stated that the top management involvement plays a crucial role in lowering the risk associated with innovation by helping and supporting employees to explore innovative opportunities, to plan, lead, control and organize the innovation implementation activities. Kamal (2006) believes that the presence of political leaders who are willing to communicate and enforce transparent policies is the main driver for implementing the complaint handling system. This political will, as O'Meally (2013) stated, will boost government performance by determining the uptake and outcome of social accountability initiatives.

The involvement of top management or the political leader in the organization in the actions and decisions directly influence the project's advancement. Without this, the innovation project tends to or be delayed (Ebbers & van Dijk, 2007). Therefore, for the purposes of this thesis, the presence of municipalities' top management involvement will be considered as governmental support towards LAPOR implementation, and conversely, the lack of top management involvement will be considered as resistance towards LAPOR implementation.

### **2.2.2 Adaption of Innovation**

In the adaptation of the innovation stage, modifications to the innovation are made according to the needs of future users, including both government employees and citizens (including business enterprises) (Ebbers & van Dijk, 2007). The LAPOR system was tailored to Indonesian citizens' needs by providing specific features, such as Track ID to track the up-to-date status of reports or



complaints filed and the Anonymous feature to ensure citizens' data confidentiality, meaning citizens can file a complaint without having to worry about being recognized by the agencies (Mahendra et al., 2014). LAPOR is also made accessible through a variety of media, according to the trend of media use in Indonesia. In addition, LAPOR is also designed in such a way that it is able to integrate well with the local complaints management system.

However, since the municipalities are not involved in the modification process, this stage will not be researched any further to determine the support for and/or resistance to innovation.

### **2.2.3 Adaption of the Organizational Structure**

When an organization implements a new system, some adaptation occurs in organizational structures, such as changes in roles and responsibility, task division and task coordination within the organization (Velleman, 2018). In order for the system to function adequately, effective coordination of the different activities it entails is required (de Mello et al. 2012). Organizational structure is a crucial element in the diffusion of technological innovation and failure in recognizing this stage could lead to serious bias in the estimation of the benefits of a change in external circumstances (DeCanio et al., 2000).

According to the circular letter of the Minister of Administrative Reform and Bureaucratic Reform Number 4 of 2016, local governments or municipalities need to make some adjustments in their organization by providing two liaison officials to coordinate with the LAPOR team in organizing the complaint management system, as well as administrative officers who will be tasked with regulating and dispensing reports to the Work Unit / SKPD. Therefore, the presence of the organizational structure changes will be considered as support towards the e-Government innovation, and conversely, the absence of such changes will be considered as resistance to

innovation.

#### **2.2.4 Adaption to Policies**

To accommodate all of the adjustments and modifications, innovations also require some policy framework changes to enable the improvement of e-Government services. LAPOR's policy was rooted in Indonesia's 1990 e-Government blueprint called Sisfonas, and the system is in line with the mandate of Law Number 25 of 2009 concerning Public Services supported by Presidential Regulation Number 76 of 2013 concerning Management of Public Service Complaints. This regulation implies the establishment of a National Public Service Complaint Management System (SP4N) based on the Minister of Administrative and Bureaucratic Reform's Regulation (Permenpan RB) No. 24/2014 about the Guidelines for Implementing National Public Service Complaint Management. As a follow-up, Permenpan RB No. 3 of 2015 mandates that all regional governments that have Information Technology-based public service complaints management systems are integrated with LAPOR, including both public service complaints between agencies and across agencies, from the lowest unit to the top unit.

LAPOR is a premade system designed by the central government and is regulated in state law. Although municipalities did not take part in the adaptation of state law to accommodate the implementation of LAPOR, municipalities can further support the implementation by formulating their own regulations, procedures or legislation in order to manage the system. This adaptation will attempt to answer questions such as who is responsible for the new services, who has the legal right to deal with official documents, and so on. (Ebbers and van Dijk, 2007). Hence, the presence of policy changes in municipalities concerning LAPOR implementation will be considered as a support towards the innovation, and the absence of such changes will be considered as resistance towards innovation.

### **2.2.5 Clarification**

The innovation process is then followed by the clarification process, which helps government personnel to understand the usage and effects of the improved e-Government services through process facilitation, user education, personnel training, introductions and detailed guidelines (Ebbers & van Dijk, 2007). As an e-Government program, LAPOR has a Standard Operating Procedure (SOP) and structured mechanism as guidelines. This mechanism alongside the usage and effects were socialized through National Level of Development Planning Deliberation (Musrembang) that invites all provincial leaders (governors) and regents/mayors. After socialization, interested regents/mayors can voluntarily connect with LAPOR.

At the municipality level, clarification is also carried out by socializing LAPOR among internal organizations and the community. This clarification efforts carried out by the municipalities who decided to implement LAPOR in their municipalities will be considered as support towards the innovation, whereas the absence of the clarification efforts will be considered as resistance towards innovation.

### **2.2.6 Deploying Financial Resources**

The implementation of innovation runs as long as the money, human and other necessary resources are available and deployed (Ebbers & van Dijk, 2007). As stated in the circular letter of the Minister of Administrative Reform and Bureaucratic Reform Number 4 of 2016, the provision of resources is the responsibility of the governor, regent or mayor and the costs incurred are borne by certain regency / city regional revenue and expenditure budgets. Sufficient budget is needed in order to make sure the system works properly, and this includes the costs for socialization and salaries of the

staff. Therefore, the availability of an adequate budget will be considered as support towards innovation and conversely the absence of such a budget will be considered as resistance towards innovation.

### **2.2.7 Deploying Information System**

Finally, the end of the innovation implementation process is marked by the deployment of information systems by adding or changing an existing e-Government service with the new e-Government service application (Ebbers & van Dijk, 2007). Most of the cities in Indonesia have already operated their complaint systems using traditional method such as a complaint counter in municipalities and also in a more modernized way, for example through smartphone applications such as those owned by the city of Sleman, Indonesia. The city of Sleman has an application called Lapor Sleman, which is included in the Smart Digital Public Connectivity program, thus has become a means of connecting the local community and the city government (Hapsari, 2017). Lapor Sleman and other municipalities' complaint applications should then be integrated with LAPOR, so that the response given by the government can be issued faster, better handled and more easily monitored (Indo, 2018).

### 3. Research Methodology

In this section, research methodology is elaborated. The research design, sampling strategy, data collection, data analysis and the elements of methodology are presented.

#### 3.1 Research Design

This study employed a case study, since case studies provide an opportunity to study one aspect of the problem in depth within a limited time allocation (Bell, 2005). Hence, a case study was suitable to explore and explain the factors influencing the support and/or resistance towards LAPOR implementation in municipality in Indonesia.

This study was a qualitative research, for which data were collected through face to face interviews with semi-structured questions and documentation used to obtain a complete description and in-depth analysis of a research subject, without restricting the scope of the research and the nature of participant responses (Collis & Hussey, 2003). Creswell (2007) writes, “the backbone of qualitative research is an extensive collection of data, typically from multiple sources of information” (p.43). A qualitative study helps the author to explore the phenomenon using a variety of data sources (Baxter & Jack, 2008) and retains the holistic and meaningful characteristics of real-life events such as organizational and managerial processes (Yin, 1994). However, it is not as in quantitative research to map out numbers, but to provide an insight into the research problem in this study (Bryman, 2008).

#### 3.2 Sampling Strategy

This study used purposive sampling as a non-probability sampling technique. Greenfield (2002) defines purposive sampling as the technique where subjective judgments are used to select groups

that are believed to represent the population. In purposive sampling, the availability and willingness to participate, as well as the ability to communicate experiences and opinions in an articulate, expressive, and reflective manner are important (Spradley, 1979 as cited in Etikan et al., 2016). This method is similar to convenience sampling; however, the difference is although convenience sampling is more likely to be used in quantitative research and statistical power increases with increasing sample size, purposive sampling is determined by data saturation (Zhi, 2014).

Besides being popular among researchers, purposive sampling is also well-known for its time and cost-effectiveness. Purposive sampling enables researchers to obtain a large quantity of information from the collected data and to describe the major impacts their findings have on the population. In addition, purposive sampling also provides a wide variety of non-probability sampling techniques for the author to draw on. However, this sampling method can be prone to bias, due to the idea that the sampling was created based on the judgement of the researcher or generalized assumptions (Foley, 2008).

One of the purposive sampling techniques was then chosen to be used in selecting the participants, namely Homogeneous Sampling. This sampling technique was used by selecting units from a specific subgroup who have the same qualifications or follow the same professions (Tashakkori and Teddlie, 2003).

### **Selecting the participants**

The sampling method mentioned above was useful in this study given the large number of municipalities in Indonesia and geographical challenges, as well as the limited budget and time in which this research had to be completed. Accordingly, a short-list of ten municipalities based on geographical proximity was prepared, in order to minimize the travel budget needed to collect the

data. Due to the research objective of investigating the factors influencing the support and/or resistance towards LAPOR implementation in the municipality, an individual with a role that was directly involved with this system in the organization was the criterion used in deciding the interviewees. From each of the ten municipalities, it was decided that two public servants would be interviewed, who served as a LAPOR administrator and a decision maker within the organization.

### 3.3 Data Collection

The primary data collection was conducted through semi-structured interviews. The semi-structured interviews were done by first making the interview protocol to help guide the researcher through the interview process. Although structured, the interviews still provided the opportunity to obtain more details. The interview protocol also helped the researcher to focus on gathering all the information needed to answer the research questions, yet it was still possible to probe and obtain more details on respondent's feeling and opinions.

The short-listed municipalities were approached through various means of communications, namely phone call and email, and formal requests were sent to the municipalities stating the intention and research topic. Positive responses were received from the municipalities since they readily accepted the interview request and were willing to contribute to the research by providing the necessary information.

Interviews were conducted in a natural setting inside the municipality and lasted approximately one to one and a half hours, giving respondents sufficient time to elaborate on the topic of LAPOR implementation in their municipalities. Due to the sensitivity of the information shared, the identity of the respondents was kept secret or anonymous, as well as the name of the organization for which he or she was working at the time of the interview. A total of 20 interviews were recorded on the researcher's phone with the respondents' consent. The interview recordings

were then manually transcribed and translated from Bahasa Indonesia to English. The set of questions can be found in Appendix.

Besides the primary data, the secondary data were collected through desk research and document studies, such as website observations, news articles, research of fellow scholars, and government documents related to the implementation of LAPOR.

### 3.4 Data Analysis

Data analysis was conducted using, thematic analysis, which was believed to be most useful choice in capturing the complexities of meaning within a textual data set (Guest et al., 2014). Patterns identified from the data could then be identified in either a theoretical or inductive manner. In the inductive analysis approach, the coding of data was done without trying to fit it into a pre-existing coding frame, while the theoretical analysis approach tends to be driven by the author's area of interest and is more analyst-driven (Stefanakis, 2019). Based on Ryan and Bernard (2003), there are several steps in the thematic analysis of data (see Table 2) including discovering themes and subthemes, winnowing themes to a manageable few (i.e., deciding which themes are essential in any project), building hierarchies of themes or code books, and linking themes to theoretical models. The theoretical or deductive analysis approach was chosen for this research, since specific themes that could provide direct answers to the research questions were the focus.

Table 2

*Phases in Data Analysis Based on Ryan and Bernard (2003)*

Phase	Description of the process
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Familiarization with the data	In this phase the author read the data collected through interviews several times in order to become familiar with what the data entailed and to identify patterns that occurred.
Generation of initial codes	The author reduced the data by collapsing the data into labels and creating categories for more efficient data analysis. The author also generated initial codes by identifying where and how patterns occur.
Searching for themes or patterns	The author collated the codes into themes that involved greater interpretation of the codes and the raw data.
Reviewing themes	In this phase, the author reviewed the emerging patterns related to the codes to explore if they make sense and support the theme or if the themes overlap. The author could identify the overlapping themes and if the analysis was incomplete, the author would go back and find what was missing.
Defining and naming themes	The author identified each theme from the previous phase and thoroughly explained them in text form.

After completing the interviews with all of the respondents, the analysis process was initiated, during which every single interview was transcribed and named according to the name of the municipalities, for example: Transcript LAPOR X City Report 1 (the numbering was because there are two respondents in one municipality). From a total of twenty respondents and twenty interview

questions, respondents' answers were grouped based on the questions and were then loaded onto a new page, which was given a new name (for example, the responses to the first question about the role of respondents in the organization were collected from all twenty interviews and were organised on page named Summary Q1) to facilitate the data analysis process.

The researcher repeatedly read the summary sheets to understand the respondents' answers and recorded the impressions obtained from the answers to understand the trends and whether the respondents' answers tended to have similarities or not. Subsequently, the data were then coded. The coding process was not only done by considering the items in Table 1, but also the repetition in the interviewees' answers, which might be a sign of a useful data. The most important codes were then identified (namely those that were useful in answering the research questions) and categories (or themes) were created by grouping several codes together. Here are some examples of the themes or labels created for this thesis: Gestation (category), Gestation-Support (sub-category), Gestation-Resistance (sub-category); LAPOR Benefit (category), Citizen Satisfaction (sub-category), Decreasing Paperwork (sub-category), and so on.

After labeling, all the categories were studied to better understand the connections between them. As the last step the number of municipalities that possessed the signs of support in each stage of LAPOR implementation were counted, which will be used later in the Results section.

### 3.5 Elements of the research methodology

#### **Validity and trustworthiness**

After data analysis was performed, the authenticity of the data and the trustworthiness of the analysis was ensured to promote the rigor of this research (Sargeant, 2012). The authenticity of the data refers to the quality of the data and data collection procedures. To ensure authenticity, the data triangulation method was employed. Data triangulation is a "validity procedure where

researchers search for convergence among multiple and different sources of information to form themes or categories in a study” (Creswell & Miller, 2000, p.126). Therefore, to ensure the trustworthiness of the data analysis, several elements were considered, such as the analysis process, the procedure for resolving differences in findings, the process for addressing the potential influence of the researcher’s views on the analysis and the use of the qualitative software program (Sargeant, 2012, p. 3). When similar findings were obtained through two different methods, which in this study were the case studies and literature review, the information was considered more trustworthy and credible.

### **Time horizon**

The data collection was conducted without manipulating the study environment. For this thesis, the data needed were acquired from individuals with different roles in order to accomplish the research objectives.

### **Unit of analysis**

The unit of analysis could be described as the level of aggregation of the data collected during the subsequent data analysis stage, which is the ‘who’ or ‘what’ of study about which an analyst may generalize (Lewis-Beck, 2004). The unit of analysis of this thesis was the municipality. From the ten municipalities, two public servants were interviewed, who at the time of the interview were working as a LAPOR administrator and a decision maker within the organization. In this research, data derived from the interview with the administrators and decision makers in municipalities in Indonesia might provide a more holistic view of the factors influencing the acceptance and the hindrance of LAPOR, giving insights into the benefits of LAPOR implementation in the municipality and a greater variety of potential solutions to the problem.

## 4. Results

In the previous chapter, the theoretical framework of the different steps of e-government innovation implementation was established. In this chapter, the factors found to be influencing the support and/or resistance towards the implementation of LAPOR in municipalities have been summarized (see Table 3) and will be further explained in the following sub-sections. From this matrix, one can see that during the initiation phase, a few municipalities did not report a sense of urgency or planning. In the implementation phase, almost all supporting factors were completely accounted for, except for adaptation of policy: 5 out of 10 municipalities did not report indications of adaptation of policy. When compared, the adaptation of policy has the least presence compared to the other processes. Additionally, an analysis of the benefits of LAPOR implementation perceived by the municipalities will also be included as additional material for the government to increase the implementation of LAPOR.

Table 3

*Factors Found to be Influencing Support and/or Resistance Towards LAPOR Implementation in Municipalities.*

	Support	Resistance	Sample Comments + = Support -=Resistance
Initiation Phase			
Gestation	Presence of gestation <i>10 municipalities</i>	Absence of Gestation <i>0 municipalities</i>	+ “Before there was a LAPOR we also had our own complaint channel. Only people were still reluctant to report. Maybe it was because there was anxiety when reporting directly to their own home area.”
Sense of urgency	Presence of sense of urgency <i>8 municipalities</i>	Absence of sense of urgency <i>2 municipalities</i>	+ “I think LAPOR is very important and needed by Indonesia. Because of the vast territory of Indonesia, we do need a system that can connect the central government with its local governments in terms of public services.”  - “If I think of it, if there are already regional complaint channels, just maximize the management of complaints in those canals.”
Planning	Presence of planning	Absence of planning	+ “The Mayor was aware of the intention of the central government in making an integrated

	<i>8 municipalities</i>	<i>2 municipalities</i>	<p>complaint management. So, we had a meeting to talk about this LAPOR application, how we will run it and who is on duty, etc.”</p> <p>- “There was no special planning prior to LAPOR implementation. We decided that the management of LAPOR would be combined with the management of our own complaint channel because at that time the trend of online complaint reporting in our city was still low.”</p>
Implementation Phase			
Top management involvement	<p>Presence of top management involvement</p> <p><i>10 municipalities</i></p>	<p>Absence of top management involvement</p> <p><i>0 municipalities</i></p>	+ “By monitoring the performance results of each agency and head of agency through LAPOR. So, from there we also give rewards to our outstanding employees and sanctions to those who fail to carry out their duties.”
Adaption of organizational structure	<p>Presence of organizational structure adaption</p> <p><i>10 municipalities</i></p>	<p>Absence of organizational structure adaption</p> <p><i>0 municipalities</i></p>	+ “Because our admin comes from the state apparatus. So from there too, there is enough change in their duties or responsibilities. In terms of implementation, we did get direction from the Mayor for changes in duties and responsibilities.”
Adaption of policy	<p>Presence of policy adaption</p> <p><i>5 municipalities</i></p>	<p>Absence of policy adaption</p> <p><i>5 municipalities</i></p>	<p>+ “For regulations, it is contained in the Circular of Regional Secretary Number 61. concerning the follow-up of public complaints. In the circular there are also rules from the Mayor.”</p> <p>- “For changes in terms of regulations, procedures or policies, until now we have not yet made it.”</p>
Clarification	<p>Presence of clarification</p> <p><i>10 municipalities</i></p>	<p>Absence of clarification</p> <p><i>0 municipalities</i></p>	+ “We carry out technical guidances every year. We also conduct coordination meetings every 2 months or at least once per year, especially if there are new features released. Even LAPOR in our city has become one of the pilot projects for public complaints channels. We also work with several regions that adopt our website-based public service systems and applications. Last year we were also in the top ten category, a public complaint channel created by the Presidential Staff Office.”
Deploying financial resources	<p>Financial resources clear</p> <p><i>10 municipalities</i></p>	<p>No financial resources</p> <p><i>0 municipalities</i></p>	+ “There is, but it's not specially allocated for LAPOR because we already had our own complaint channel beforehand. So, we use our public service information system management budget to run both complaints channels, which is mostly related to the payment of experts' salaries and the budget for organizing the technical guidances or workshops.”
Deploying information system	<p>Presence of information system</p> <p><i>10 municipalities</i></p>	<p>Absence of information system</p> <p><i>0 municipalities</i></p>	+ “Since 2014 when we joined LAPOR, we have integrated our city government managed complaint channels directly with LAPOR. For example, we also have integrated our panic button application with LAPOR.”

## 4.1 Innovation Initiation Phases

### 4.1.1 Gestation

Some respondents claimed that the difficulty in increasing community participation was the reason for internal discussions in their municipalities. They assumed that the local government tried to improve the quality of public services by providing various channels to accommodate citizen's aspirations, but the public remained reluctant to report for various reasons such as the perception of complaints not being handled, the complicated bureaucratic system, fear of criminalization, and so on. Meanwhile, criticism from various external parties such as the central government and NGOs continued to rain on the municipalities because they were considered unable to provide professional public services for citizens.

*"We tried to see this from the citizen's perspective, for example if a problem cannot be solved by the local government, we (the citizen) can report it to the central government through LAPOR. In my opinion, the level of public trust is now higher following the implementation of LAPOR."*

This quote shows how respondent in a certain municipality interprets the needs of LAPOR in their organization. Because of socialization made by the central government, municipalities then became aware of LAPOR and how it could serve as an option to improve public trust. Besides various conveniences offered by LAPOR, respondents also saw a public trust tendency towards this system since the system is monitored directly by the central government.

### 4.1.2 Perceived sense of urgency

The lack of a sense of urgency is believed to be one of the obstacles in implementing LAPOR in municipalities. LAPOR! is considered not too urgent because each municipality already has its complaint management system, from traditional to ICT-based means.

*“Actually, let alone be integrated, this complaint management does not even need to be made into a mobile application because what is important is how we process the incoming complaints. Not to mention for this LAPOR program we have to prepare the human resources and we also need additional funds to disseminate information regarding this service to the citizen.”*

This specific quote shows that a respondent's perspective of LAPOR implementation is that it is unnecessary, and the existing local complaint system is sufficient to cope with the citizen's aspirations. Respondents argued that it would be better if each local government were to focus on improving the management of their own complaint channels respectively rather than having to add new programs from the central government. Besides, respondents also maintain that their local complaint system is a result of local creativity and creates a unique identity for the area. With the significant amount of money spent on developing the system, municipalities prefer to maximize awareness and the use of their systems.

However, there is also another factor that is considered by the municipality before deciding to implement LAPOR in their organization, namely bureaucracy culture. Bureaucracy culture is one of the barriers that can hinder the implementation of complaint handling systems such as LAPOR. Bureaucracy often obstructs the efforts being made to create an open, transparent and responsive government through the advancement of technology (Siregar, & Kumaralalita, 2017).

Respondents claimed that they were concerned with the possibility of their performance being exposed. Every complaint made by citizens through LAPOR will be visible to and monitored by

the central government, therefore municipalities will be more vulnerable to negative performance assessments, let alone the deadlines which were set to be fulfilled by the municipalities to resolve public complaints. Unresolved public complaints could also lead to penalties from the Indonesian Ombudsman as the public service supervisory institution. Contemplating Indonesia's sluggish and complicated bureaucracy culture, respondents admitted there was significant consideration before deciding whether they would integrate with LAPOR or not.

*"Based on Presidential Regulation Number 76 of 2013 which stated that all regions must be integrated with LAPOR. So that's what made us join LAPOR."*

*"Because of the presidential regulations, but we also see that this is a good rule so for us this is a regulation that has an important point because the government is in charge of serving the community. This application can also be a forum or bridge between the government and the community. "*

Based on the quotes one can understand that according to the respondents the urgency to be integrated into LAPOR was due to governmental compliance. Respondents assumed that the adoption and integration with LAPOR is a form of obedience and support for the government's national programs. Summarized from various sources, the data shown in Table 4 presents an overview of the drastic increase in the number of LAPOR implementation after LAPOR became SP4N in 2016, which confirms the respondents' statements. Respondents also acknowledged that there was a great desire to help the central government in knowing the problems that existed in the community so that problems could be resolved immediately, resulting in the increase of the public's trust in the government.



Table 4

*An Overview of the Number of Government Agencies that have Joined LAPOR*

Year	2016	2017	2018	2019
Agencies				
Ministries/ Institutions	88	87	131	131
Local Governments	14	459	460	507
State-owned Enterprises	70	50	NA	NA
Embassies	130	NA	NA	NA
Source	Ksp.go.id  Article: Pemerintah luncurkan portal aspirasi dan pengaduan Nasional	Merdeka.com  Article: Sebanyak 459 pemerintah daerah telah terhubung LAPOR!-SP4N	Lapor.go.id  Article: Kode unik pemerintah daerah yang terhubung dengan SP4N-LAPOR!	Tangerangonline.id  Article: Seluruh Pemda harus bisa terhubung SP4N-LAPOR!

Additionally, the pressure from the community was also the reason why municipalities implemented LAPOR system. The technology-savvy citizen who is also aware of the central government's national priority programs urged the municipalities to also be integrated with LAPOR. Further, the success stories of LAPOR in solving public complaints in other cities interested citizens who then also requested their municipalities to implement the same system. Respondents expressed that there was a substantial public demand for bureaucratic change, which was previously not monitored by the central government and tended to be convoluted and to be a professional public service system.

*“LAPOR helps bridge the government with the governed and helps convey the issue faced by the citizen. With this service, the government will be able to find out what problems are actually happening in the community so that it can immediately follow up and solve the problem. That's the purpose of LAPOR.”*

As stated in the quote above, in addition to compliance and community pressure reasons, respondents also believed that LAPOR could provide many benefits in terms of public services in their area. These benefits are also increasingly felt after their local complaints system has been integrated with LAPOR. These benefits will be discussed further as supporting material to boost LAPOR implementation in other municipalities.

While some respondents claimed it is the external factors of the organization that urged them to implement the system, other respondents stated that they adopted LAPOR as a more sophisticated technology to enhance their IT infrastructure and to provide more choices to the citizens.

#### **4.1.3 Planning**

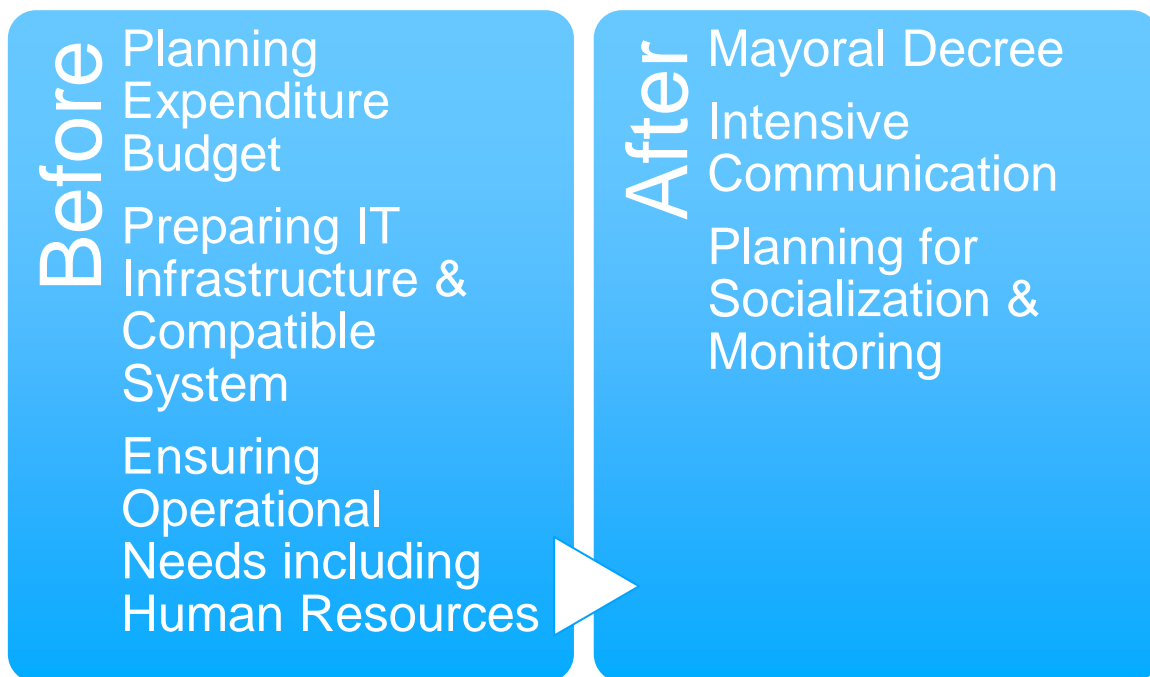
Planning for the implementation of LAPOR is one form of an effort to ensure the system runs accordingly. However, several respondents stated that their municipalities did not plan because they already had their own public complaints system. As stated in the quote below, respondents believed that their existing local public complaint system was good enough and LAPOR is only an additional feature of the system, thus no proper planning was made for the implementation and the running of LAPOR system in their municipalities.

*"The problem is that in our area we have our own system, we already have our own Citizenship Management which is already integrated very well to each Agency or Work Unit, even way before the idea of LAPOR emerged. So, now LAPOR is just one part of our complaints system, there is no need for special planning."*

Meanwhile, other respondents stated that their municipality did the planning to ensure the correct implementation of LAPOR. The planning consists of: planning the expenditure budget, preparing the necessary resources such as information technology infrastructure in the form of hardware or computers and software in accordance with system requirements, ensuring the availability of internet and other operational needs, preparing human resources namely choosing the right officials as Admin and Liaison Officer who have the ability to use information technology in general, and making sure current municipalities' complaint management system compatible with LAPOR.

*“The Mayor first made sure that we had a website that could be integrated directly with LAPOR and then establish a proper organizational structure for LAPOR.”*

In addition to ensuring the smooth implementation and application of LAPOR in their area, respondents stated that their municipalities also made some supporting regulations contained in Decrees or Mayoral Regulations, and other informal instructions that were used as guidelines in carrying out official duties. Municipalities also conducted intensive communication with LAPOR's central managers, planning for socialization to the broader community, and complaints management monitoring and reward and punishment system to boost the performance of public services. This planning is summarized into two categories: before and after the implementation of LAPOR (see Figure 3).



*Figure 3- List of Activities Carried Out by Municipalities Done Before and After LAPOR*

#### *Implementation*

## 4.2 Innovation Implementation Phases

### 4.2.1 Top Management Involvement

Based on the literature, top management's involvement through their actions and decisions could significantly affect the success of system implementation. Therefore, the presence of top management action and decision regarding LAPOR is proposed as an indicator of organizational support towards innovation, and as the opposite, the absence of this involvement is proposed as an indicator of organizational resistance towards innovation.

Respondents believed the top management in their municipalities has been actively involved in implementing LAPOR by carrying out previously made plans. In addition, the Mayor has been actively participating in monitoring the settlement of community complaints by acting as LAPOR administrator and evaluating the monthly recapitulation of public complaint settlement results.

*“In this municipality, if there are reports that have not been responded to, I will keep pushing the related apparatus so they will respond to the complaint as soon as possible. But in this organization there is also a system called the red and yellow report cards. From there I can see if the report cards are red, and in such cases I want to know is the reason for this. From there, I also can provide some recommendations to the related Work Units.”*


As stated in the quote above, in ensuring the program runs well, the Mayor is actively involved and also provides recommendations for the Work Units and pushes them to work faster in resolving public complaints. The Mayor sought to bring training to employees so that services could run smoothly. Furthermore, the Mayor also socialized LAPOR to its citizens via social media.

On the other hand, some respondents stated that the top management had not yet completed its obligations by not publishing the Complaints Management Team Decree. This decree (see Figure 4) is the first requirement that is supposed to be completed after the signing of the Memorandum of Understanding (MoU) between the Indonesian central government (acting as the central manager of LAPOR) and the municipality.

*“Our team has never been made a Decree. We only conduct investigations according to instructions, after that, we send the results of the investigation and explain them to the Mayor.”*

The above quote points out the fact that some municipalities have not yet published the Mayoral Decrees. This remark is in line with the statement of Muhammad Imanuddin, Assistant Deputy for Policy Formulation and Management of the Public Service Information System, who in a press conference claimed that as many as 95 local governments which have already joined and

acquired their LAPOR accounts have not yet issued the Mayoral Decree (Menpan, 2018). This Decree was supposed to be signed directly by the head of the local government and should have been sent back to the central government as soon as possible after the signing of the MoU (Menpan, 2018). Please note that by March 2019 as many as 507 local governments have joined LAPOR.



**WALIKOTA MADIUN**  
**KEPUTUSAN WALIKOTA MADIUN**  
**NOMOR : 067-401.109/ 284/2017**  
**TENTANG**  
**PEMBENTUKAN TIM KOORDINASI PENGELOLAAN PENGADUAN DAN PETUGAS ADMINISTRATOR PADA PERANGKAT DAERAH DI LINGKUNGAN PEMERINTAH KOTA MADIUN**

**WALIKOTA MADIUN,**

**Menimbang :** a. bahwa dalam rangka pengelolaan pengaduan pelayanan publik yang sederhana, cepat, tuntas dan terkoordinasi, maka perlu membentuk Tim Koordinasi Pengelolaan Pengaduan dan Petugas Administrator Pengelola Layanan Aspirasi dan Pengaduan Online Rakyat (LAPORI) Sistem Pengelolaan Pengaduan Pelayanan Publik Nasional (SP4N) Pemerintah Kota Madiun ;

b. bahwa dengan ditetapkannya Peraturan Daerah Nomor 3 Tahun 2016 tentang Pembentukan dan Susunan Perangkat Daerah dan Surat Gubernur Jawa Timur Nomor : 065/14652/031.3/2017 perihal Laporan *Klick Off* Percepatan Integrasi Pengelolaan Pengaduan Melalui Aplikasi LAPORI SPAN, maka Keputusan Walikotamadya Madiun Nomor : 067-401.021/148/2017 tentang Pembentukan Tim Koordinasi Pengelolaan Pengaduan dan Petugas Administrator pada Perangkat Daerah Pemerintah Daerah Kota Madiun sudah tidak sesuai dengan ketentuan peraturan perundang-undangan sehingga perlu diganti ;

d. melakukan evaluasi pengelolaan pengaduan secara berkala meliputi jumlah dan jenis pengaduan yang diterima, penyebab pengaduan serta penyelesaian terhadap pengaduan ;

e. menyalurkan pengaduan kepada koordinator pengelolaan pengaduan Nasional, Pengelola Layanan Aspirasi dan Pengaduan Online Rakyat (LAPORI) Sistem Pengelolaan Pengaduan Pelayanan Publik Nasional (SP4N) untuk diteruskan kembali apabila kategori pengaduan yang diterima tidak sesuai dengan kewenangannya ;

9. Pejabat/Petugas Penghubung

a. mengumumkan nama dan alamat kantor penanggung jawab pengelolaan pengaduan media cetak maupun media elektronik ;

b. mensosialisasikan mekanisme dan prosedur pengelolaan pengaduan kepada masyarakat pengguna layanan secara langsung maupun melalui media cetak dan media elektronik ;

c. menerima, menanggapi, memproses dan menyelesaikan setiap pengaduan ;

d. melakukan pencatatan dan pelaporan pengelolaan pengaduan ;

e. melakukan pemantauan dan evaluasi atas pengelolaan pengaduan ;

f. melaporkan hasil pelaksanaan tugas kepada Pimpinan Perangkat Daerah, yang selanjutnya Pimpinan Perangkat Daerah melaporkan kepada Walikotamadya Madiun cq. Kepala Bagian Organisasi Sekretariat Daerah Kota Madiun.

10. Sekretaris

a. membantu pelaksanaan tugas-tugas Sekretaris dalam administrasi pelaporan pengaduan ;

b. melaporkan hasil pelaksanaan tugasnya kepada Sekretaris.

LAMPIRAN : KEPUTUSAN WALIKOTA MADIUN  
NOMOR : 067-401.109/ 284/2017  
TANGGAL : 22 Desember 2017

**SUSUNAN KEANGGOTAAN TIM KOORDINASI PENGELOLAAN PENGADUAN DAN PETUGAS ADMINISTRATOR PADA PERANGKAT DAERAH DI LINGKUNGAN PEMERINTAH KOTA MADIUN**

No.	KEDUDUKAN DALAM TIM	JABATAN DALAM DINAS
1	2	3
I	Pelindung	Walikotamadya Madiun
II	Pembina	Wakil Walikotamadya Madiun
III	Penanggung Jawab	Sekretaris Daerah
IV	Ketua	Asisten Pemerintahan dan Pembangunan
V	Wakil Ketua	Asisten Administrasi Umum dan Kesejahteraan Rakyat
VI	Sekretaris	Kepala Dinas Komunikasi dan Informatika
VII	Anggota	1. Inspektur 2. Kepala Bagian Organisasi Sekretariat Daerah 3. Kepala Bagian Hukum Sekretariat Daerah
VIII	Pengelola Pengaduan/Tim Admin	1. Kepala Seksi Layanan Aplikasi dan Tata Kelola Pemerintahan Elektronik pada Dinas Komunikasi dan Informatika 2. Unsur Staf Dinas Komunikasi dan Informatika
IX	Pejabat/Petugas Penghubung	Kepala Sub Bagian Pengembangan Otonomi Daerah
	1. Bagian Administrasi Pemerintahan Umum	
	2. Bagian Administrasi Sekretariat Daerah	Kepala Sub Bagian Evaluasi Pelaksanaan Kegiatan
	3. Bagian Hukum Sekretariat Daerah	Kepala Sub Bagian Dokumentasi dan Publikasi
	4. Bagian Organisasi Sekretariat Daerah	Kepala Sub Bagian Ketatalaksanaan
	5. Bagian Umum Sekretariat Daerah	Kepala Sub Bagian Tata Usaha dan Keuangan
	6. Bagian Perencanaan dan Kesejahteraan Rakyat Sekretariat Daerah	Kepala Sub Bagian Perencanaan

Figure 4- Example of Mayor Decree for LAPOR (Only Partially)

The decree contains the legal basis for the implementation of LAPOR in the municipality and legal provisions regarding financial resources, as well as the positions and obligations of each team member. Since the administrator and several officials from each government agency or Work Units were usually chosen from the existing civil servants, additional salaries were allocated from the local governments' budget to compensate this additional duty. Respondents believed that by not issuing the decree, the lack of efforts of top management in realizing their commitment was made evident, which could hinder the implementation of LAPOR.

#### 4.2.2 Organizational Structure Changes

Literature states that changes in organizational structure are a sign of organizational support for innovation, while the absence of changes in organizational structure is a sign of the lack of organizational support for innovation. This change in organizational structure will be discussed under two items, responsibilities and task delegations as well as rules and procedures.

##### Responsibilities & Task Delegation

Respondents declared that in implementing LAPOR, there were changes in responsibilities and task delegation within their municipality. Following the requirements of the central government, each municipality appointed administrators and liaison officers in each Work Unit, as can be seen in the following quote:

*“Appoint several Work Units officials to become the administrator of LAPOR as well as appointing structural officials at other work units to become liaison officers as determined by the Governor's Decree.”*

The number of officials varies and continues to be adjusted depending on the traffic of incoming reports. The appointed officials also were given each detailed assignment. In general, admin is responsible for disseminating reports received from the LAPOR central admin in the central government (also called ‘super admin’) to the liaison officers at the Work Unit as well as maintaining the quality of complaints management in public services in their municipalities, while the liaison officers internalize and provide responses to public complaints that are sent by the admin.

##### Rules & Procedures

The complaint system is not new to municipalities. Since most municipalities already had their public complaints handling systems, respondents claimed that they also had standard rules and procedures, ranging from handling public complaints, integration with each related agencies or Work Units, as well as reward and punishment system to improve official's performance in public service. The municipalities have not issued special regulation concerning the implementation and the use of LAPOR system, since LAPOR is only an additional 'feature' in their system.

*"There are no new regulations nor policies following the implementation of LAPOR. There might be a change in the procedure, but not in terms of work procedures. These changes are only carried out in the form of improving complaint management via Twitter, Facebook and the website."*

As stated in the quote above, the respondents claimed that there was no new official regulation was published post LAPOR implementation in their municipality. However, they managed to update their Standard Operation Procedure (SOP) of the Public Service delivery and complaint management by adding some LAPOR details.

In addition, because LAPOR is a system adopted from the central government, municipalities also adopted LAPOR work rules as guidelines for managing complaints, which are believed to have had a strong influence on the municipalities' public service in particular and in Indonesia in general. LAPOR gives municipalities deadlines for handling the public complaint, for example, five days to coordinate internally, formulate a follow-up and respond to the public complaint on the LAPOR page. Respondents admitted that this rule has encouraged them to work more quickly and effectively.

#### **4.2.3 Policy Changes**



Literature states that changes in regulations are one form of organizational support for innovation, and vice versa, the absence of regulatory changes is a form of a barrier to the implementation of innovation. From the interviews conducted, the number stating that there was a change in the regulation is equal to the number of respondents who stated that there was no change in their local government regulations in terms of LAPOR implementation.

*“The legal basis is clear and goes according to what is stipulated in the The Indonesian Constitution which regulates the implementaion of public services, Presidential Regulation and the Regulation of the Minister of State Apparatus Empowerment and Bureaucratic Reform. We just need to implement it correctly. But later we will also propose to the mayor to immediately make the decree.”*

Respondents stated that there was no change in policy because the Presidential Regulation, the Ministry of State Apparatus Empowerment and Birocracy Reform Regulation, and municipalities' regulations regarding public services were strong enough as the legal basis for the public complaint management to function. Even though it is considered unnecessary, respondents admitted that they had drafted a regulation in the form of a Mayoral Regulation or Decree, which would be issued to support the use of LAPOR in their municipalities.

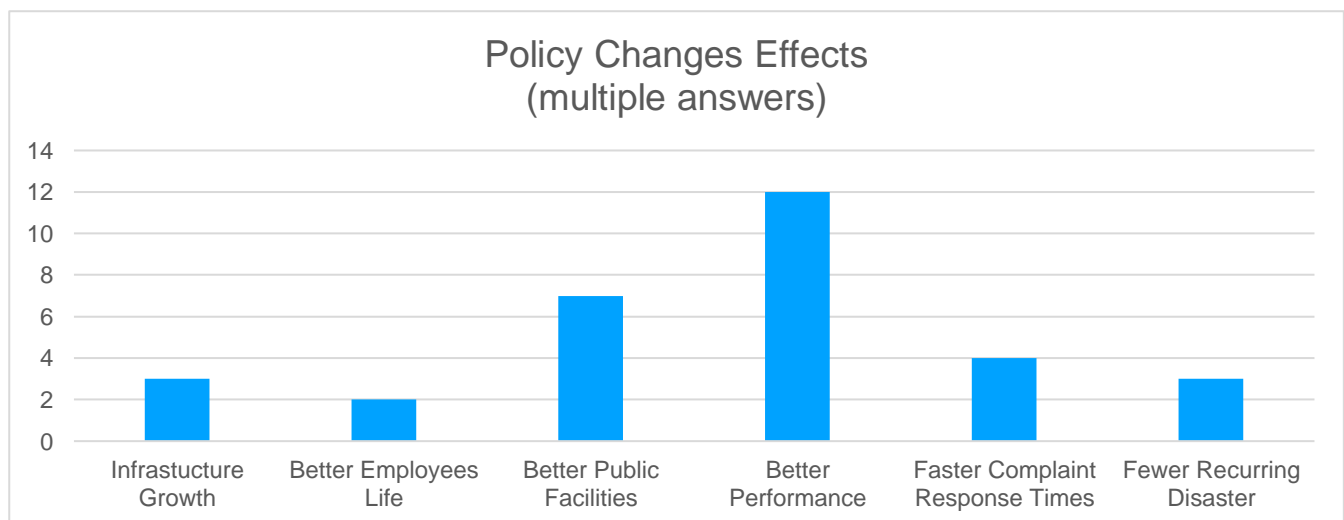
*“In our municipality, everything regarding the implementation of complaints management including LAPOR must be confirmed by a decree from the Mayor.”*

Other respondents claimed that they had issued the Mayoral Decree to ensure the smooth implementation and application of LAPOR, providing a clear explanation of the tasks and responsibilities to be used within the organization. Respondents also claimed that they have realized

the improvements and benefits in their organization since the policy changes were made (see Figure 5).

*“The impact is that within a maximum of five working days, we can always complete each complaint. So every apparatus has to work really fast because this has also become the Mayor’s commitment.”*

The quote above shows the respondents’ perceived benefit of the policy changes for LAPOR implementation in the organization. Respondents strongly believed that the policy changes have made problem solving quicker and have improved the performance of the state apparatus. It is important to point out these benefits in order to encourage the issuance of the Mayoral Decree.



*Figure 5- Policy Changes Effects Perceived by the Municipalities*

#### 4.2.4 Clarification

Clarification is expected to provide clarity to both the organization and the community about the objectives and guidelines for using LAPOR so that it can attract more users. The literature considers

this clarification effort to be a form of support for the implementation of innovation, while the absence of clarification efforts is a barrier to the implementation of innovation.

All respondents stated that they had socialized the LAPOR program within their government, although it could be said that it had not been maximized. They asserted that the limited budget rendered the socialization efforts minimal, not to mention that even though LAPOR is a national program made by the central government, all costs incurred for the running of this program are borne by the local government. The existence of the local complaints system is also the reason why LAPOR socialization is not optimal. Respondents stated that they prioritized the socialization and the use of their own complaints system, considering it required a massive budget to produce.

Meanwhile, to clarify and socialize LAPOR, respondents claimed that in broad outline, two actors were targeted for the socialization of LAPOR, the citizen and the internal environment of the municipality itself.

### **Program Socialization Within Municipalities**

Municipalities carried out program campaigns to internal organizations in advance regarding the benefits of LAPOR implementation and the benefits of the municipality-central government complaint system integration. Because the integration system between the municipality and the agency or Work Units was familiar to the organization, the internal socialization emphasized the LAPOR procedures and the fact that the central government would monitor the performance of public services as a result of the integration of the regional and state systems. This socialization is expected to encourage officials to work better so they can obtain a good evaluation from the state. The socialization is also carried out in the form of meetings and technical guidance training that are

usually held several times a year, especially if there is a system renewal. The internal socialization effort can also be seen from the quote below:

*“We usually have technical guidance meetings every three months. We also often share about the obstacles in using LAPOR to fellow operators. Then every year we have a special coordination meeting for LAPOR management in our work environment.”*

### **Program Socialization to Citizen**

As for citizen socialization, it is carried out directly and indirectly. Direct socialization is done by face-to-face communication in particular social events (such as car-free days) whereas indirect socialization is carried out through website advertisements, social media, billboards, pamphlets, city information boards, posters in city buses and announcement on the radio.

*“As I said earlier, we usually go to the villages or sub-districts to promote LAPOR. We use the billboards and public service advertisements, through Mr. Governor himself when he has an event where he’ll meet the residents as well as sharing on his social media platforms. We also conduct some socialization attempts every Saturday not only for LAPOR but also to socialize our own complaint system.”*

As can be seen in this quote, respondents explained that the Mayor also actively engaged in the program socialization to the citizen by sharing it through the Mayor’s social media. Respondents claimed that the citizen socialization is crucial because there are still many people who are not aware of LAPOR as a national complaint system, and are not aware of how to submit accurate report. Although not yet optimal, respondents expressed this socialization was quite fruitful, as

evidenced by the increase in citizen participation and the number of complaints that have been processed through the LAPOR system.

#### 4.2.5 Deploying Financial Resources

The literature also states that the availability of sufficient funds is a form of organizational support for the implementation of innovation, whereas the unavailability of sufficient funds is a barrier to implementation. Under the Minister of State Apparatus Empowerment and Bureaucratic Reform regulation on LAPOR, all costs arising from the implementation of the LAPOR program are borne by the municipality using the local budget. Therefore, respondents stated that LAPOR budget is regulated in their local annual budget and is included in the total cost of public services handling. There is no specific budget intended for LAPOR. The cost of managing LAPOR is combined with the cost of complaint management system owned by the municipality, as stated in the following quote:

*“There is no special budget for LAPOR, only a total budget for managing public services. Actually, the budget is insufficient because it is also used to manage our own complaint system. Even so, we are the ones who arrange the budgeting, so we always make sure that it is enough.”*

Municipalities regulate and use the budget for the procurement of facilities and infrastructure, operational financing, ensuring the availability of information technology infrastructure, socialization to the public, providing technical guidance to officials and paying experts. Some respondents claimed that the available funds are sufficient because they were previously budgeted. While some respondents stated that the available funds were limited, thus the operation and dissemination of LAPOR was minimal.

For example, in 2017, one of the municipalities budgeted 750 Million Rupiah (around 47.000 Euro) to meet the needs of 3 human resources and the availability of information technology infrastructure in the form of 1 finger machine, 2 wifi routers, electrical installation, cable / LAN-based internet network with a maximum of 1000 Mbps, 1 printer, 1 fax machine, 1 telephone, 2 Computer Units, local server 1 Tb, 4 UPS, 1 Generator. The respondent admitted that the budget used in 2018 was insufficient, since the municipality lacked a computer and the money to fund the citizen socialization.

#### **4.2.6 Applying Information System**

The final stage of innovation implementation is the integration of the municipalities' existing complaint channel with LAPOR. According to the literature, this integration reflects organizational support. On the contrary, if the municipality's system is not well integrated with LAPOR, it can hinder the process of implementing innovation.

One of the advantages of LAPOR is the ease of adopting and integrating the system into the existing local complaint system without the need for additional technical fees. This convenience also became one of the reasons for municipalities deciding to integrate with LAPOR. However, based on the interview results, the integration of LAPOR and local complaint system carries two sources of problems, namely in terms of humans and technology.

*"Usually errors happen in the disposition of the reports. Sometimes we are shocked, for example, a complaint that was supposed to be addressed to the central government itself is sent to our municipality. Those who receive these reports are confused about how to give feedback."*

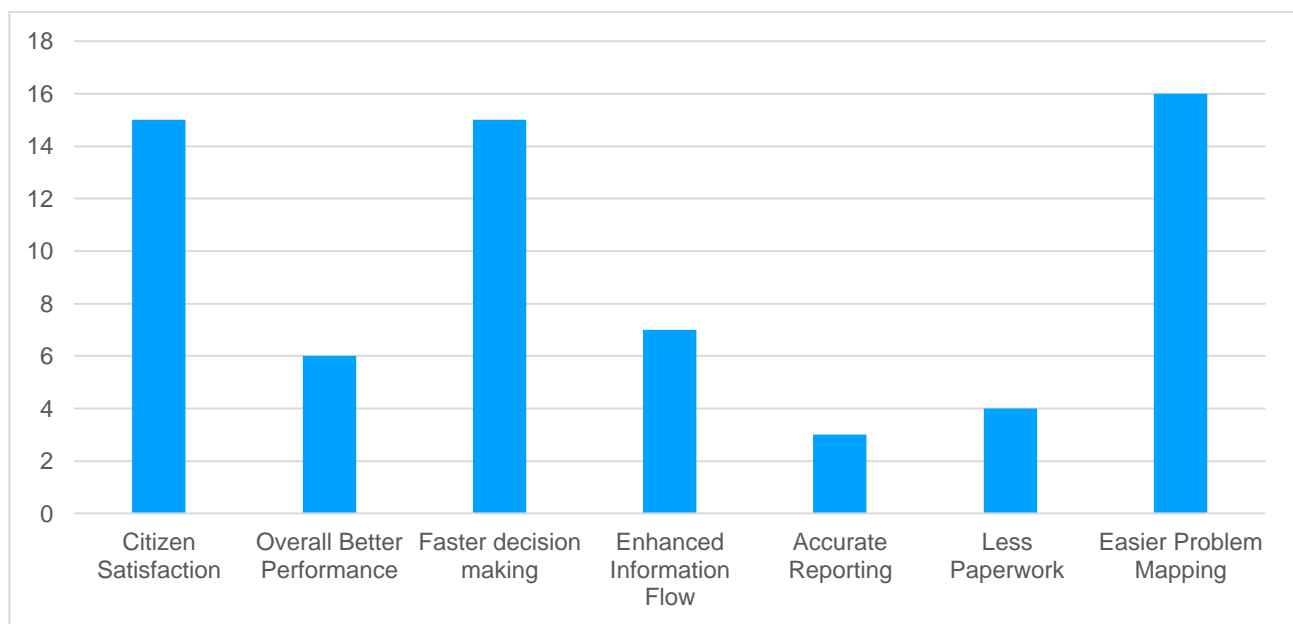
As a national complaint system, LAPOR does not operate 100% automatically, but half of the work is done by humans, by admins who disseminate the incoming complaints to the relevant parties. In terms of human-error, respondents stated that incorrect dissemination of complaints or reports often occurs when complaints that should be aimed at the central government are instead sent to certain municipalities, which confuses the officials.

Meanwhile, in terms of technology, LAPOR is reported to often experience errors. Some respondents stated that they had difficulty logging in to their admin page, which slows down the public complaint handling, as stated in the quote below. Some also pointed out that LAPOR interface is not user-friendly, plus, because LAPOR has not been well integrated with the municipality's complaint system, the admin has to manually re-input every complaint that enters the system. Respondents emphasized that the integration problems occurred not because the municipality rejects the system but because LAPOR is not yet perfect.

*“For the third version of LAPOR, there are actually many problems with connecting it to the system, with the most frequent one being failed login attempts. I think the system is still not perfect because there are more errors happening now compared to the second version.”*

### 4.3 Benefits of System Implementation

From the 20 interviews with individuals in administrator level and top management level roles in participating municipalities, respondents provided valuable insights into the perceived benefits of implementing LAPOR in their organization. Multiple answers were given and were concluded into the top 7 benefits, as is illustrated in Figure 6 below.



*Figure 6- LAPOR Post-Implementation Benefits Perceived by the Municipalities*

- Citizen Satisfaction

Respondents stated that the efficient handling of and fast response to complaints, as well as the transparent processes in public service delivery, has increased public satisfaction with their organization. One respondent stated that “LAPOR has become a means of public complaint management and the public are now quite satisfied because their problems are being resolved.” Besides, the fact that local governments are following technological developments and utilizing social media to capture and to process public complaints is seen as progress that should be appreciated both by the central government and the public.

- Overall Better Performance

LAPOR's work system forces public officials to respond to public complaints and resolve existing problems quickly, which in other words helps to fix the long-winded habits of the Indonesian bureaucracy. “The impact is that every state apparatus performs better, because there are rewards



and grades for each of their performance in following up on every complaint,” said one of the respondents. This has not only increased citizen satisfaction, but respondents claimed that their overall performance had improved thanks to this system. The integrated system from the central government to the regional work units means that they have a common platform on which to share the information, which creates fewer disputes among the officials. The simplicity in pushing (adding) or pulling data from a digitalized complaint management has also been said to reduce job frustration.

- Faster Decision Making

The Indonesian government acting as LAPOR's central management gives a 5-day deadline for the relevant agencies to respond to the complaints from within the LAPOR system and a maximum of 30 days to settle the complaint. “At least the response time to public complaints is faster so that people are no longer confused whether their complaints are heard or not,” said one of the interviewees. This makes internal discussions and related office decision-making to solve problems or community complaints run faster.

- Enhanced Information Flow

The use of LAPOR allows information to be easily and quickly spread to all levels of the government, including both the central government and municipalities, as well as to the Work Units. All related parties could check, monitor, input, or retrieve the data directly from the system whenever and wherever they wanted. This benefit is strengthened by the statement of one of the informants who said, “The management of LAPOR is so much easier, the citizens do not even need to complain via telephone call, they can just input the complaints themselves. The complaint will be processed directly by the officers, then selected based on 300 types of problems that have been distinguished

based on structural positions. After that the report is sent to the relevant Work Units. The Mayor can also directly receive and monitor the incoming reports.”

- Accurate Reporting

LAPOR system facilitates the preparation of public complaint handling reports, since the system already had an automatic complete data recapitulation, starting from showing the detailed number of complaints that came in, complaints that have not yet been handled, complaints that were in the process of being handled, as well as complaints that had been resolved, along with statistics that could be exported into Excel format. Because everything is available in one integrated online system, the amount of work that is needed to be done by the officials is significantly lower. All parties, including Mayors who want to know the status of public complaint handling in their municipalities, could also quickly look into and obtain the report from the website, which means sending reports is not necessary. “The Mayor could also monitor the progress of complaint management in the website. All documents are also just one click away and he can download the statistics reports. Nevertheless, I also still do the monthly reporting to him.”, said one of the respondents.

- Decreased Paperwork

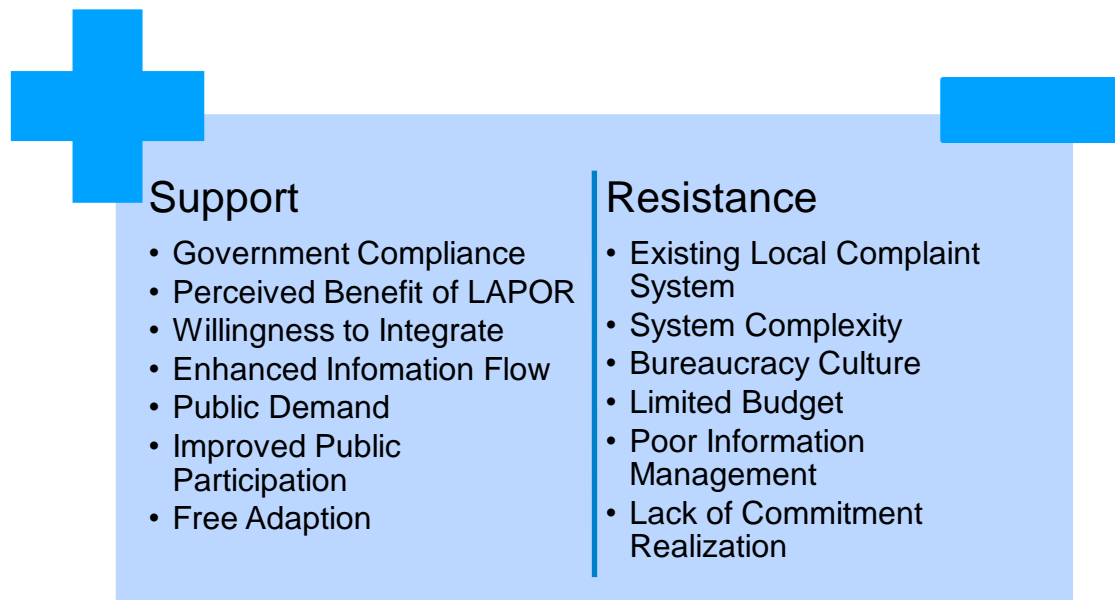
Respondents stated that compared to the traditional complaint handling systems, the LAPOR system works by using electronic and paperless data processing and already has data processing automatically, resulting in reduced paperwork. “People do not need to come to the office anymore to file their complaints. Usually they are also a bit reluctant to do so. Now they can just report it via the mobile application or the website and just wait for a reply,” said one of the respondents. When individuals capture data digitally, the need for printing a massive pile of paperwork is substantially

decreased. This also helps with reducing the space needed to store all paper copies of the data and reports.

- Easier Problem Mapping

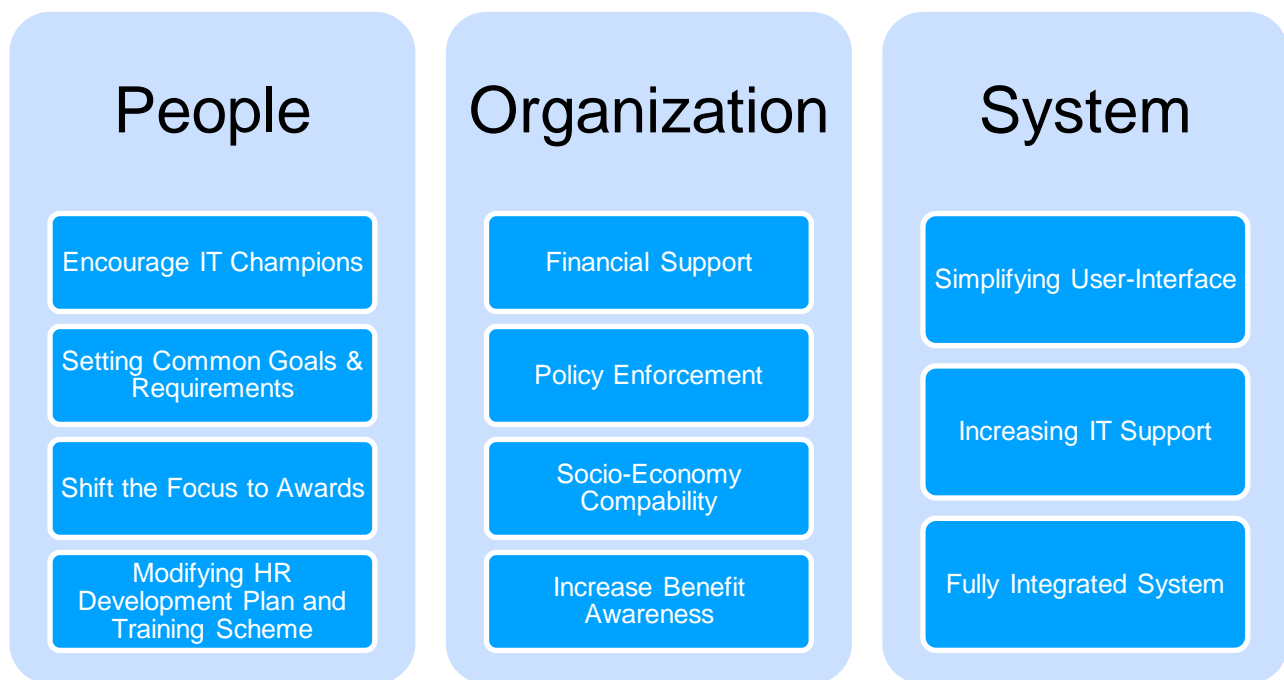
The use of LAPOR and the live statistics makes it easier to map the recurring social problems experienced by the community, especially those related to public services. As stated before, one of the respondents stated that “LAPOR helps bridge the government with the governed and helps convey the issue faced by the citizen. With this service, the government will be able to find out what problems are actually happening in the community so that it can immediately follow up and solve the problem. That’s the purpose of LAPOR.” Local governments or municipalities and the central government can use the data to determine the priority of their programs, particularly in regard to the improvement of public services.

## 4.4 Potential Recommendations



*Figure 7- Reasons Behind the Support to and/or Resistance Towards LAPOR Implementation*

Derived from the thematic analysis, the municipalities' reasons behind deciding whether or not they will implement the innovation in their organization have been concluded. As can be seen in Figure 7, there are several supporting reasons as well as factors that hinder the implementation of LAPOR in the municipality. Focusing on the causes of the resistance, several potential solutions will be proposed based on the literature study and interviews, which can be carried out by practitioners to increase LAPOR implementation. These appropriate actions have been categorized into three main drivers: People, Organization, and System (see Figure 8).



*Figure 8- Recommendations for Practitioners Divided into Three Main Drivers*

#### 4.4.1 People

From the interview results, it has been concluded that one of the main drivers for LAPOR implementation is the people. People can determine whether or not the system will be adequately adopted. People here are not only the decision makers but also officials who will be in charge and interact with the citizen through LAPOR. Therefore, it is imperative for the Indonesian government to ensure these people are on board and in line with the central government's program.

##### Encourage IT Champions

New technological or information system innovation generally requires significant upheavals in organizational processes, which are often met with some resistance. To overcome this resistance, the presence of IT champions is vital. Champions, in this context, are people in the organization, for example, managers or individuals in top management level roles who are vigorously introducing or

promoting the innovative IT initiative, sharing their vision for using information technology, and pushing the project over or around approval and implementation hurdles. (Norris, 1999; Beath, 1991 as cited by Kamal, 2006). Former governor of DKI Jakarta, Basuki Tjahaja Purnama (also known as Ahok) can be an excellent example of an IT champion. In his administration, Ahok promoted 'Jakarta Smart City', a concept of a city optimizing the use of Information and Communication Technology (ICT) to boost local government's public service.

In JSC, there is a Qlue application acting as a public complaint channel. Not only for the citizen, but Ahok also pushed the neighborhood unit (RT) and community unit (RW) heads to report issues and findings related to the residents via Qlue. Ahok also asserted that any administrative affairs could be settled directly via these one-stop integrated services (PTSP), instead of through RT and RW heads. Each report submitted via Qlue by the RT and RW would be rewarded with Rp 10,000 (US\$75 cents). Those who refused to use this mobile application were asked to resign from their posts as Ahok believed they were the officials who were abusing their authority and were involved in illegal land selling.

Encouraging IT champions might reduce the resistance caused by bureaucracy culture, existing local channels and lack of commitment realization.

### **Setting Common Goals & Requirements**

In addition to improving training schemes, it is also necessary to encourage the setting of common goals within the municipality so that all parties can work together to achieve the objectives of the LAPOR program. Goals and requirements should be appropriately identified, to present a professional standard of public service where the implementation is efficient and uncomplicated, which happened in the previous bureaucracy in Indonesia. An excellent approach to setting goals is

through internal discussions within each department, then the goals of this service are to be re-discussed at the general municipality level to form a common goal. With common goals and requirements, municipalities can maximize the socialization and the use of both local complaint systems and LAPOR. Further, setting goals can support the realization of the leader or mayor's commitment to implementing LAPOR to improve public services.

Setting common goals and requirements might reduce the resistance caused by existing local channels and lack of commitment realization.

### **Shift the Focus to Awards**

As stated before, one of the fundamental problems in public service and public complaints handling in Indonesia is rooted in its convoluted bureaucratic culture. However, according to one of the public affairs department heads in one of the municipalities, there is anxiety if the municipality is integrated with LAPOR, since the central government can easily monitor the performance of the municipality, and the institution will most likely receive a red "report card" and punishment from the Indonesia Ombudsman. Therefore, he suggested shifting the focus of LAPOR's socialization to rewarding any agency, Work Unit or individuals that performed better in handling the public complaints. The successful implementation of mission-critical systems often requires adjustments to reward schemes, changes in authority or responsibility patterns, or shifting of power centers. Rewarding in this case can also be done by setting up competitions between government agencies or between municipalities, as was carried out by the Ministry of State Apparatus Empowerment and Bureaucratic Reform, which held an innovation competition for public services for ministries, regional governments and other institutions to encourage the use of technology and adoption of innovations from one institution to another (Balitbangda, 2019). Increased external competition

often propels organizations to competitive advantage, hence might influence the adoption of IT innovation in organizations (Rockart, 1988; Themistocleous et al., 2004 as cited in Kamal, 2006).

Shifting focus to award might reduce the resistance caused by bureaucracy culture.

### **Modifying HR Development Plans and Training Schemes**

Insufficient skill sets of personnel could restrict the use of new technologies. Perry and Danzinger (1980) showed that one of the essential factors in the adoption of computer applications by government organizations was staff competence (Kamal, 2006).

It is therefore recommended that municipalities modify their requirements for the appointed LAPOR administrators and liaison officers to have the knowledge and capabilities in the IT sector, rather than randomly appointing available officials. This has been done by one of the municipalities, where they appointed administrators with an IT education background. This requirement has helped saving time in dealing with recurring system errors, since the appointed officials know what they have to do to fix the problem rather than have to wait for help or a response from the LAPOR central manager.

Besides these criteria, it is also recommended to expand the existing training scheme. From the interviews, it was clear that the average municipalities have only conducted two training sessions per year in the form of technical guidance meetings, or in worse scenarios, some municipalities only conducted a training session when a new version of the program was launched. Because many respondents expressed difficulties in using this system, most of them suggested that technical guidance meetings and training programs should be organized more often, by bringing in experts in the field of technology and communication with a focus on case studies to educate the officials on solving the recurring problems. In addition to technical guidance, training should include



how to provide feedback or to respond to the complaints appropriately, with regard to good language structure, highlighting the importance of correct spelling and grammar.

Modifying HR development plans and training schemes might reduce the resistance caused by system complexity and poor information management

#### **4.4.2 Organization**

Another determinant of system implementation is the organization. LAPOR center managers must ensure the organization as a whole has an understanding of the implementation of the system and ensure the system can run well within the organization.

#### **Socioeconomic Compatibility**

The socioeconomic status of a city is a crucial aspect where municipalities with a low socioeconomic status are more likely to adopt innovations based on necessity rather than the amenities (Bingham, 1976 as cited in Kamal, 2006). Although LAPOR could benefit local governments, the Mastel Institute Chairman Nonot Harsono said that the implementation of LAPOR still requires some studies, particularly mapping to identify which cities must be prioritized, and which cities still need further development (Kusumawardhani, 2016). Therefore, the central government is expected to act more rationally by encouraging the application of LAPOR in priority cities and taking various steps to improve the low socioeconomic status cities. For example, there are still many small cities in Indonesia that do not have stable access to electricity, let alone an internet connection. Hence, it is better for the Indonesian central government to build the essential ICT supporting infrastructures and/or improving the existing one.

Ensuring socioeconomic compatibility might reduce the resistance caused by limited budgets.

### **Financial Support**

The head of the public service division in one of the municipalities admitted that the budget for LAPOR management is limited. Thus, LAPOR's socialization could not be optimally performed, and municipalities also tended to prioritize their own complaint systems. To make sure all municipalities can afford to implement LAPOR, it is recommended that the central government provides financial assistance/support. Financial support is indispensable for procuring and developing adequate levels of hardware and software, and training end-users as needed. The level of financial support can be judged based on the size of the municipalities' total IT budget. (Kim and Bretschneider, 2004).

Financial support is necessary especially for smaller municipalities, so they would not be burdened by the costs of organizing and socializing the system. Moreover, the focus of Jokowi administration is to build a small and marginalized city, which did not get much attention in the previous government. By ensuring LAPOR is correctly implemented in these cities, the government will be able to capture public demands and use the collected data to formulate policies for the development of the area.

Providing financial support might reduce the resistance caused by limited budgets and existing local channels.

### **Policy Enforcement**

Another recommendation is that the central government should carry out policy enforcement to urge the mayors to comply with the agreed regulations or agreements when they signed the MoU.

This act is useful particularly for ensuring the municipality is complying with the regulations and being timely in issuing the Complaints Management Team Decree, which forms the basis for the establishment of a LAPOR management team in the municipalities.

Policy enforcement might reduce the resistance caused by the lack of commitment realization.

### **Increase the Benefit Awareness**

To encourage the implementation of LAPOR in municipalities that have not yet joined, it is essential for the central government to be able to prove the value of organizational integration to all levels of the organization with different roles, from low-ranking officials, public service departments to the top management level of the municipality. In order for them to realize the benefits of the integration of these two layers of complaint systems, it is vital for the central government to promote success stories and increase communication among municipalities. Communicating case studies of municipalities that have successfully adopted the new technology to execute public complaint management would probably be the most impactful approach. By promoting the municipality's success story of implementing a tool that has improved efficiency, it is expected that other municipalities would want to try out this tool or system too, since it is human nature to want to do one's best.

Increasing the awareness of the benefits of LAPOR might reduce the resistance caused by existing local channels and bureaucracy culture.

### **4.4.3 System**

To encourage the implementation of LAPOR among local governments, the central government needs to ensure that the LAPOR system can be easily applied and used by regional officials.

### **Simplifying the User-Interface**

Making the user interface friendly and easy to use will encourage people to start using it. Respondents stated that LAPOR program was not user-friendly and tended to be challenging to use. Besides that, there are several recurring problems, especially when the administrators are trying to log into the system. It is recommended that updated versions of LAPOR are thoroughly tested before they are launched by the government, since there is no point in making complex applications or systems that users have difficulty in operating, which would only slow down the handling of public complaints and hinder the implementation of LAPOR in other municipalities.

Simplifying the user-interface might reduce the resistance caused by system complexity and poor information management.

### **Increasing IT Support**

Because LAPOR is based on information technology and many system failures still occur, IT support from the central management thus needs to be improved, considering the high traffic of users and complaints that being handled by the system. The users in municipalities, especially those with limited digital knowledge, might have many inquiries and IT should be positioned to respond in-time and solve them, by providing on-time services.

Increasing IT support might reduce the resistance caused by system Complexity

### **Fully Integrated System**

Due to the recurring integration system failure, a Mayor from one municipality suggested that the central government needs to ensure LAPOR can be fully integrated into the local government or municipality's complaint system. He said, his staff has to manually input citizen's complaints into one of the complaints system (for example, if the citizen is filing a complaint through the local system, the administrator then has to re-input the complaint in the LAPOR database, and vice versa) due to interoperability problem between LAPOR and the municipality's complaint system. This has resulted in an increased workload that must be done by administrators. The Mayor stated that if this problem persists, it will discourage other municipalities from implementing LAPOR. Ensuring a fully integrated system might reduce the resistance caused by existing local channels and system complexity.

## 5. Discussion

The previous chapter provided an analysis of the factors that were found to be having an influence on the support and/or resistance towards LAPOR implementation in municipalities in Indonesia. The municipality is the unit of analysis of this thesis and was selected by using a purposive sampling technique, namely the Homogeneous Sampling method. A list of municipalities in Indonesia was retrieved from search engines and were then short-listed. Due to the geographical challenges in Indonesia and the limited budget for this research, ten municipalities which were easily reachable were chosen, in order to minimize the travel cost. Due to the sampling method used in this study, the results obtained from this research will be interpreted as an explorative study and not representative of all municipalities in Indonesia. Ultimately, in light of the information gathered from the literature study and interviews, this thesis managed to answer the primary research questions, which will be explained in the following sections:

### 5.1 Identified Factors

#### 1<sup>st</sup> Research Question:

“What organizational factors influence the support and/or resistance towards the implementation of LAPOR in municipalities in Indonesia?”

Based on the interview results and literature study, the organizational factors identified to be having an influence on the organizational support towards LAPOR implementation include the presence of gestation where the government faced several unplanned events that triggered the need of innovation as the solution. Triggers here are not limited to problems but are also the desire to develop and provide better service choices for the community. Moreover, the factor of perceived

sense of urgency also played an essential role because the municipality, which was aware of the innovations and benefits offered, received an 'alarm' call which accelerated the realization of innovation. The municipality then initiated well-planned activities to support LAPOR implementation. After deciding to adopt the innovation, the presence of top management involvement by action and decision is as a crucial factor in supporting LAPOR implementation. Changes in the organizational structure by delegating new or updated tasks and responsibilities as well as changes in rules and procedures were also factors that were favored, so that each party could perform their duty correctly. To provide legal basis as system support, policy changes in the form of a Mayoral Decree were published, even though it was not necessary considering the existing legal basis (Presidential Decree and Ministry of Administrative and Bureaucratic Reform's Decree) was sufficient. Furthermore, in order for the internal organization (employees and Work Units) and external organization (citizen and other stakeholders) to understand the purpose of LAPOR and to be in favor of utilizing the system, municipalities need to conduct several and continuous socialization attempts, especially because the LAPOR system is frequently updated. Financial resources are also an essential factor in ensuring the sustainability of the service. Without adequate funding, a system is vulnerable and may need to be stopped. Last but foremost, it is vital to make sure that LAPOR can be integrated perfectly with the municipality's existing complaint management system. Any possible interoperability problems have to be resolved to ensure positive user experience and the continued use of the system. Meanwhile factors found to be influencing organizational resistance towards LAPOR implementation in municipalities were: 1) the absence of need for change in the gestation period; 2) lack of a sense of urgency; 3) the absence of planning made by municipalities in implementing LAPOR; 4) no action or decision made by top management regarding innovation implementation; 5) the absence of changes in the organizational structure to complement the application of LAPOR as a 'new' system in the municipality; 6) the lack of

socialization attempts for both internal and external organization to increase the awareness and the use of LAPOR; 7) insufficient funding which might threaten the system sustainability; and 8) interoperability problems in deploying and integrating the new system with the existing complaint channel. Policy changes in the municipality to support LAPOR implementation are considered unnecessary due to the existing Presidential Decree, and Ministry of Administrative and Bureaucratic Reform Decree is sufficient to act as the legal basis in supporting LAPOR implementation.

## 5.2 Benefits

2<sup>nd</sup> Research Question:

“What are the benefits derived from the use of LAPOR as a national complaint handling system from municipalities’ perspective?”

From the 20 interviews with individuals in administrator level and top management level roles in participating municipalities, respondents gave valuable insights into the benefits perceived from implementing LAPOR in their organization. Specifically, the following seven main benefits derived from the interviews were discussed and analysed in the previous chapter,: 1) Citizen satisfaction; 2) Overall better performance; 3) Faster decision making; 4) Enhanced information flow; 5) Accurate reporting; 6) Decreased paperwork and 8) Easier problem mapping.

## 5.3 Recommendations for Practitioners

3<sup>rd</sup> Research Question:



“What are the potential recommendations or strategies needed to overcome the implementation barriers?”

The interviews resulted in three different patterns of solutions, which were categorized into three main drivers: people, organization and system. These solutions could be used to boost the system implementation in other municipalities. The main driver is the people. The government needs to motivate the people and get them on-board with this system implementation by encouraging IT champions in the organization, setting common goals and requirements, shifting the focus to awards, modifying the HR development system or the staff recruitment plan as well as improving the training scheme. The second main driver is focusing on the organization, by ensuring the socioeconomic compatibility, provides financial support, policy enforcement and increasing the benefit awareness within the municipalities. Last but not least, in order for the system to be useful and sustainable, the government needs to simplify the User-Interface, increasing IT support and provide a fully integrated system.

## 5.4 Contributions

### Testing the Model

Ebbers and van Dijk's (2007) New Model of Innovation Process was used to analyse the implementation processes of LAPOR in municipalities in Indonesia. This model has facilitated the understanding of the implementation of an e-Government innovation from the municipalities' perspective and the understanding of the factors influencing support and/or resistance towards the implementation of the innovation.

### **Identification of Factors Found Influencing Support and Resistance**

This thesis focused on the implementation of LAPOR as an innovation in the management of national public complaints in Indonesia, reflecting on the innovation implementation model by Ebbers and van Dijk (2007). Based on literature and interviews, factors were identified that indicated the support and/or resistance towards the implementation of innovation from various layers of LAPOR users in municipalities, namely the administrators and the top management level. While the vast majority of the existing literature has focused on the citizen's perspective as an end-user, this study has allowed the users in municipalities to explain the problems they are facing in the implementation of this system, as well as the factors found to be supporting the system implementation in their municipalities. Given that one of the objectives of this study was to provide recommendations to boost the system implementation in other municipalities in Indonesia, the opinions of these speakers are crucial.

### **Identification of the top benefits from a National Online Complaint Management**

This thesis has proved the important benefits of LAPOR as an e-Government innovation in handling public grievances.

### **Identification of solutions to overcome the barriers**

The study resulted in recommendations for practitioners in overcoming the barriers of government innovation implementation, which is grouped into three key drivers: people, organization, and system. Although coming from the perspective of larger municipalities, these recommendations and approaches could also be applied by smaller municipalities.

To conclude, this thesis contributes to two categories: academic knowledge and practical knowledge. In terms of academic knowledge, Ebbers and van Dijk's (2007) New Model of Innovation was used. While most studies have focused on the benefits of an innovation from a business perspective or that of the citizen as the end-users of the government innovation implementation, this study explored another path by focusing on the perspective of the municipalities, which act as the system implementer, as well as the user of the innovation. This study identifies the factors that indicate support and/or resistance towards LAPOR implementation in municipalities in Indonesia based on the literature and interviews.

Through Ebbers & van Dijk's model (2007), an understanding of the stages in the implementation of innovation was obtained, especially in government organizations. After applying the model to the LAPOR case, confirmation of what Ebbers & van Dijk explained about the non-linear nature of the model was received, particularly in the implementation process that did not reflect any specific order. The adapting policies stage is taken as an example. Although some participating municipalities did not do any policies adapting activity after implementing LAPOR, it does not mean that the municipality is resistant to LAPOR. LAPOR keeps running properly, as do the other municipalities that carry out adapting policies. It also turned out that the policy adaptation stage that exists in the implementation phase could be conducted only after the innovation has been deployed.

With regard to practical knowledge, this study was conducted based on Ebbers & van Dijk's (2007) model and presented the factors identified as having an influence on the support and/or resistance towards LAPOR, as well as recommendations on dealing with the hindrance. Proper steps in the model, factors found in this study as well as the recommendations proposed in this thesis could be used by the Indonesian central government to boost LAPOR implementation in other local governments or municipalities that have not yet implemented the system. The Indonesian central

government and local governments could also use the findings in this study as guidelines in the implementation of any future ICT-based government innovations.

Judging from a broader perspective by considering LAPOR cases in Indonesia, Ebbers and van Dijk's (2007) model can help the democratic process of a country and guide a country that wants to improve its e-Government services by providing steps or stages of innovation implementation that can be applied by the government organizations. Non-linearity in the model proposed by Ebbers & van Dijk's (2007) is the key to e-government innovation adaption, considering that in government organizations politics is dynamic and the classification of a country might influence the process of implementing an innovation. For example, the process of implementing innovations in developing countries such as Indonesia could be 'looser' and based on priority (what should be done first, and what can be done later) compared to developed countries, which can be more stringent and orderly.

## 5.5 Limitations

Due to the limited budget and restricted time in which this research had to be completed, only ten short-listed municipalities were chosen based on geographical proximity. Thus, the results of this study are not representative of all municipalities in Indonesia.

## 5.6 Future Research

As a result of the previously mentioned limited resources, it is fascinating and strongly recommended for future research to continue this study with broader coverage by including smaller municipalities in rural and/or isolated areas in Indonesia, since these municipalities might be able to provide broader insights resulting in better recommendations for the Indonesian government.

Further, due to the sampling method, future quantitative research based on random sampling strategies is needed.

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# Appendix

## Interview Protocol and Interview Questions

INTERVIEW PROTOCOL

CORPORATE AND ORGANIZATIONAL COMMUNICATION

TWENTE UNIVERSITY

THE NETHERLANDS

Institution: \_\_\_\_\_

Interviewee (Title and Name): \_\_\_\_\_

Interviewer: \_\_\_\_\_

Documents Obtained: \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

Post Interview Comments or Leads:

\_\_\_\_\_

### INSTRUCTIONS

Good morning (afternoon). My name is \_\_\_\_\_. Thank you for your time. You have been selected to speak with me today because you have been identified as someone who is qualified to share your working experience in this institution in relation to LAPOR system. The purpose of this interview is to understand the implementation process of LAPOR system in your institution. This interview will

take no longer than 1.5 hours. There are no right or wrong or desirable or undesirable answers, I would like you to feel comfortable with saying what you really think when answering the questions.

#### TAPE RECORDER INSTRUCTIONS

*To facilitate my notetaking, I would like to audio tape our conversations today. For your information, only I, the researcher, will have access to the recordings. All information including your name and the organization will be kept confidential. I will be compiling a report which will contain all respondents' answers without any reference to individuals. Thank you for agreeing to participate.*

(turn tape recorder on)

#### General Questions

Q1. What is your role within the municipality?

Q2. Are you aware of the LAPOR system?

Q3. Do you have experience using LAPOR system?

Q4. What is your general feeling of the LAPOR system? What benefits are expected from implementing and using the system?

Q5. To what extent was the implementation of LAPOR urgent (important) from the top management level perspective?

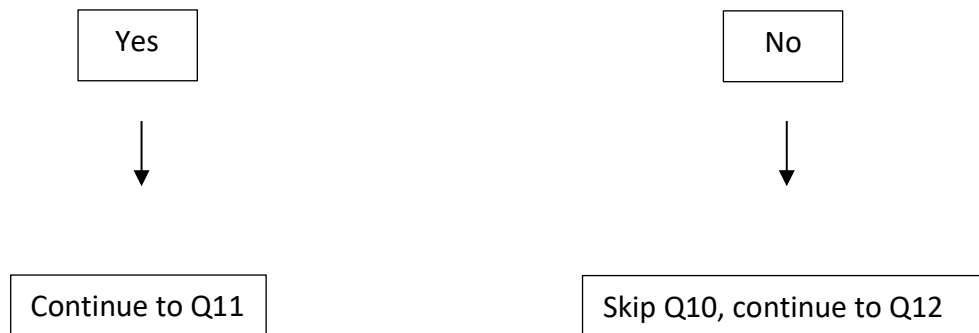
Q6. What has urged/motivated the top management level to get on board (adopt) the LAPOR system?

Q7. How was the top management involved with the implementation of LAPOR?

Q8. Was there any planning made for the implementation of LAPOR?

Q9. What kind of actions did the top management level take to ensure the correct implementation of the system?

Q10. Were there any changes in tasks and/or responsibilities after the implementation of LAPOR?  
(YES/NO)



Q11. (If YES) How did the re-organization of the teams (roles, responsibilities & tasks) take place for the implementation of the system? For example, appointing officials as a coordinator and/or administrator of the LAPOR system.

Q12. Were there any changes in terms of policy regulations and procedures in order to effectively operate LAPOR system?



Q13. (If YES) What was the impact of those changes? Can they be considered as successful?

Q14. How did the municipality facilitate the LAPOR system among the personnel?

Q15. What kind of training was arranged in order for the users to understand and operate the system?

Q16. In what ways did the municipality inform citizens about the benefits and the use of the system?

Were they successful?

Q17. Was there any specific amount of budget allocated for LAPOR in your municipality?

Q18. Was the budget sufficient?

Q19. How did the municipality manage to acquire sufficient funding from the government?

Q20. Were there any problems with connecting LAPOR to the existing INFORMATION / IT systems?

Q21. How did the municipality manage to overcome the interoperability issues and successfully integrate LAPOR into the existing complaint system?

(turn of the recorder)

CLOSING

Thank you for your participation.