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WORKING PAPER 11

Using Citizen Evidence to Improve Public Services:

Lessons from the UPIK Program in Yogyakarta

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Using Citizen Evidence to Improve Public Services: Lessons from the UPIK Program in Yogyakarta

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Key Messages

- Leadership is key to greater use of knowledge and data in policy making. In 2001, Herry Zudianto was appointed mayor of Yogyakarta City. His leadership ushered in a shift from government to governance, with the implications of more open communication between the public and the City Government, and greater use of citizen feedback and opinion in policy implementation decisions.
- The Unit for Information and Complaint Services (*Unit Pelayanan Informasi dan Keluhan*, or UPIK), which is at the centre of this story, was established in 2003. It has helped track public service problems and performance across local government units and highlight where services need improvement.
- More than a decade after being launched, the user satisfaction index of UPIK remains high, at 70.68 in 2014, according to an external third-party survey undertaken by a local university. Sustained efforts and investment by the City Government have helped ensure the operation and sustainability of UPIK.

Table of Contents

Key Messages iii
Table of Contents iv
Abbreviations and Acronyms v
Executive Summary vi
1. Introduction 1
2. UPIK in Context 3
3. The Importance of Behavioural Change 6
4. Continued Development and Institutionalisation of UPIK 8
5. Examples of UPIK's Utilisation 11
6. Sustained Commitment 13
7. Conclusion 17
References 18
Appendix 20

Abbreviations and Acronyms

IKM	:	*Indeks Kepuasan Masyarakat* (Public Satisfaction Index)
KSI	:	Knowledge Sector Initiative
NGO	:	Non-Governmental Organisation
SMS	:	Short Message Service
SKPD	:	*Satuan Kerja Perangkat Daerah* (Local Government Working Unit)
UPIK	:	*Unit Pelayanan Informasi dan Keluhan* (Unit for Information and Complaint Services)
UPTSA	:	*Unit Pelayanan Terpadu Satu Atap* (One-Stop Integrated Service Unit)

Executive Summary

The Unit for Information and Complaint Services (*Unit Pelayanan Informasi dan Keluhan*, or UPIK) of the Yogyakarta City Government was started in 2003 under the leadership of Herry Zudianto as a governance innovation to accommodate citizen aspirations and inputs. The unit has become an important communications tool to bridge the gap between citizens and local government. The local government has since embedded the mechanism, and information from UPIK has been utilised in planning, setting policy agendas and improving performance and service delivery in Yogyakarta.

UPIK is a concrete example of how knowledge and data analysis can inform policy implementation and contribute to improved public services. Moreover, UPIK serves as a mechanism to monitor mostly local policy implementation issues, which are often the reason development initiatives fail in developing countries (Andrews et al. 2012). UPIK clearly shows that the policy problem is not only about the content and formulation process, but also about its own implementation capability. This is characterised by four critical factors: communication, resources, dispositions or attitudes, and bureaucratic structure (Edwards III 1980).

1 Introduction

www.netdoctor.co.uk

Formal complaint mechanisms can play an important role in ensuring the quality of frontline services and the performance of public organisations. Promoting voice and feedback through public grievance mechanisms helps build responsive government institutions and allows citizens to engage in influencing decision making. Good public policy makes use of different sources of evidence and analysis to inform decisions. Complaints are a window into the everyday experiences of citizens and an important source of information that policy makers can use to identify areas needing improvement and change.

In the early 2000s, Yogyakarta's Municipal Government began to recognise the importance of knowledge gained through citizen feedback for planning and policy implementation. Under the innovative leadership of its mayor, the city put in place a mechanism for citizens to be more informed and express their expectations to the Government. The Unit for Information and Complaint Services (*Unit Pelayanan Informasi dan Keluhan*, or UPIK), established by the City Government in 2003, opened up an avenue for people to express their views and voice their concerns through accessible technology. The launch of UPIK marked an important change in attitude and

behaviour within the municipality, namely recognition by its leader that government units were there to serve the public. The mayor at the time, Herry Zudianto, valued what the public had to say and began to put in place effective management systems to use feedback to take appropriate action and improve public services.

This paper takes the establishment of UPIK as its starting point and discusses the changes that occurred in policy and decision making thereafter. The aim is to show that the Municipal Government in Yogyakarta has consistently invested in utilising UPIK in decision making and planning. Putting in place a dedicated unit to manage complaints is not a one-off effort, but requires effective management, continued investment and most of all, political will.

This paper was written based on a study undertaken using a qualitative methodology. Several approaches were used, including documentary analysis and semi-structured interviews with key informants from the Government, universities, non-governmental organisations (NGOs) and the public. Data was collated and subsequently validated through focus group discussions and a peer review process.

2 UPIK in Context

www.jogjakota.go.id

In 1999, two important laws were ratified that set Indonesia on the path towards decentralisation.[1] Regional autonomy and fiscal decentralisation became one of the most important agendas since independence. With power devolved to districts and cities, the political landscape of Indonesia began to transform, with local governments expected to lead the provision of services to their citizens. While regional autonomy brought with it a host of new challenges, it also provided opportunities for local leaders to introduce their own innovations. As Indonesia underwent social and political reforms, citizen demand, participation and contextual leadership grew more important. Although the 1999 laws took effect in 2001, experiments with more decentralised decision making had begun in a few local governments before 1999 (Barr et al. 2006)

In 2000, the City of Yogyakarta began to introduce new reforms to improve its public services by establishing a one-stop integrated

1 Law 22/1999 on Regional Governance and Law 25/1999 on Fiscal Balancing between the Central Government and Regional Governments.

service unit (*Unit Pelayanan Terpadu Satu Atap* or UPTSA). This followed a 1997 Circular Letter issued by the Ministry of Home Affairs to improve licensing procedures. Although UPSTA did not have official approval, it was the beginning of changes to come (Mustofa et al. 2013), the momentum for which would set in motion the appointment of Herry Zudianto as the city's mayor in 2001 (more on him later).

The application of information technology for electronic governance (or e-governance) began in the Province of Yogyakarta in 2002 (Junaidi 2011). A year later, the Provincial Government was awarded an E-Government Award by *Warta Ekonomi*.[2] In 2002, the City Government followed suit and launched its own website, www.jogja.go.id, in the e-governance framework, providing more accurate information to the public.[3] The web presence of the City Government marked the emergence of information technology in governance processes. Both the province and the city were among the first local governments to adopt e-governance, even before the issuance of a Presidential Decree in July 2003 on the national strategy and policy to guide the development of e-government (Wahid 2004).

Also in 2002, the Municipal Government received assistance from a number of external actors who helped introduce innovative communication channels to the public sector. Partnerships with the private sector and non-state actors in 2002 and 2003 allowed for the introduction of information and complaint services, UPIK. A critical actor in UPIK's conception was Swisscontact, an international development agency. Its support aimed to enhance local capacities and to "chang[ing] the way governments work and interact with their constituency" by working to reduce barriers to interaction through a complaint mechanism (Swisscontact 2009). Intended beneficiaries included local government, small businesses and citizens. Swisscontact provided technical support and helped procure necessary software.

PT Exindo, a local information technology company, provided the required operating system and training to local government staff on how to operate the new communications and complaints system. When developed in 2003, the system supported popular technology, such as Short Message Services (SMS), fax, e-mail and telephone communications. In mid-2003, the City Government collaborated with Telkomsel, one of the biggest cellular phone providers, to launch the SMS Hotline, 2740 (Zuhriyati 2012).

Local NGOs were also mobilised to provide assistance. They included the Society for Research and Development of Community Economy (*Perkumpulan untuk Kajian dan Pengembangan Ekonomi Kerakyatan*, or PKPEK) and the Partnership for Governance Reform in Indonesia and the Movement for Sustainable Ethical Business Partnerships (*Gerakan Kemitraan Bisnis Beretika Berkelanjutan*, or Gatra Tribrata). These organisations played respective roles in designing the system and service methods for UPIK, setting up organisational monitoring, introducing service ethics and monitoring UPIK's effectiveness.

The Government ensured a legal framework for UPIK was in place. On 14 November 2003, Mayor Decree No. 86/2003 was issued to regulate the position, duties and function of UPIK (Kumorotomo 2008). UPIK was formally launched in February 2004, just three years after decentralisation took effect. The unit is currently under the Office for Public Relations and Information, the office in charge of informing the public and media about the municipality's activities.

Yogyakarta City is considered to be a pioneer in the provision of information and communications technology to mediate interaction between state and non-state actors and deepen participation (Wahid and Saebø 2014). In a period when many local

2 Suara Merdeka, 28 August 2003

3 Suara Merdeka, 8 October 2002

governments were still struggling to define their roles in service provision, Yogyakarta was ahead of other local governments in spotting the value of investing in improving communication and sharing between the municipality and its constituents. Innovation in the area of citizen participation would not have been possible before decentralisation or without the assistance of external, non-government actors who played an essential part in making UPIK's launch possible.

3 The Importance of Behavioural Change

Innovations like UPIK do not emerge in a vacuum. The leadership of Herry Zudianto can be considered a critical factor in UPIK's success. Zudianto was willing and motivated to reform the way the administration worked. He was known for his efforts to engage with citizens and promote good governance. According to Zudianto, "As long as we fail to create a transparent, accountable administration, we will never win the people's trust. Without such trust the energy we need to develop the city will be much greater, while the outcome will be smaller" (Sri Wahyuni 2010). The mayor, aware of a growing demand for transparent services, led the implementation of UPIK, a user-friendly information and complaints system.

However, conveying a new paradigm of 'governance' rather than 'government' and 'public service' rather than 'power' was not without its obstacles. Although the era of greater regional autonomy and democratisation had arrived, not all government staff were ready for the changing attitude and behaviour (Ismara and Sunarno 2010). One respondent said: "The mayor would like to change the mindset of government officers, from acting as '*pangreh praja*' [those with power

to command] to becoming '*pamong praja*' [those who serve the people]. …At that time, we were not ready to change ourselves". Unsurprisingly, the introduction of a new way of doing things proved to be one of the main challenges, but also one of the most significant changes that would be brought about and that contributed to the success of UPIK.

Herry Zudianto was committed to changing the mindset of his administration about the relationship between government and citizens. Striving to set an example, the mayor appeared twice each week on a radio talk show, '*Walikota Menyapa*', when he would directly answer questions from the public. He also actively participated in promoting bicycles as an alternative mode of transportation in the '*Sego Segawe*' program by biking to work regularly himself. As a transformative leader, he often referred to himself as the head of the public service (*kepala pelayanan masyarakat*) rather than a figure of authority (*penguasa*) or mayor[10]. He is considered to have been the driving force behind successful improvements in public services and eliminating red tape. One of the pillars of the new paradigm ushered in by Zudianto was greater horizontal power.

In his first five-year term he introduced several innovations aimed at streamlining bureaucratic processes. This was echoed in the vision and mission for the 2002-2006 administrative period. The second mission statement proclaimed: "Creating a government bureaucracy that is capable of being a facilitator, innovator, motivator and a reliable mediator in societal life, nationhood and statehood".[4] This mission statement was translated into action, including the simplification of licensing procedures and the establishment of UPIK. A former entrepreneur, Zudianto is quoted as saying: "As someone with a business background, I have to innovate" (Nurmdi 2008).

Zudianto's openness to new ideas and his willingness to be "controlled and corrected by the public" eventually made him a popular and much awarded leader. In November 2006, Zudianto received an overwhelming majority of votes – 61.5% against 38.5%[16] for the opposing candidate – in the city's first direct elections. During the decade he was mayor (2001-2011), the city received more than 70 national and international awards, which acted as a compass for Zudianto to know that his administration was on the right track (Zudianto 2011).

The attitude and behaviour change towards more openness with citizens that occurred in Yogyakarta show the importance of integrating knowledge and information into the policy process. UPIK is an important reference for the Municipal Government in increasing the quality of its public services by helping citizens assert their position and by becoming a tool to monitor local government performance for a professional, accountable and transparent public service. The introduction of UPIK in the public policy context contributed to changing government-citizen interaction in Yogyakarta.

4 *Peraturan Daerah Kota Yogyakarta No. 15 Tahun 2002 tentang Rencana Stratejik Daerah Tahun 2002-2006.*

4 Continued Development and Institutionalisation of UPIK

UPIK has been used in three electoral terms (2001-2005, 2006-2011 and 2012-2017) and under two different mayors: Herry Zudianto as the founder of UPIK and the current mayor, Haryadi Suyuti. The sustained use of UPIK is owed not only to the commitment of the city's leaders, but also the institutionalisation of the system and continued improvements made throughout the years.

A number of regulations have been passed since UPIK's establishment in 2003 to ensure an enabling environment for its operation and sustainability (see Box 1). These regulations created a strong legal basis for UPIK and many of the decrees strengthened its internal management and operations. On a larger scale, the regulations assured open and transparent government practices and greater citizen contribution to policy making and planning.

There is also evidence of internal initiatives to improve UPIK. For example, when UPIK was first launched in 2003, the hotline service for complaints and information was operated through a mobile phone held by a single staff member. With a high number of calls and SMS sent daily, the phone line experienced errors and callers had to wait their turn to get through. In addition, information and complaints were still recorded manually. Realising that the hotline was not yet backed by proper internal hardware and software arrangements, the system was upgraded. As a result, incoming calls, messages and e-mails were managed through a more modern, computerised system. Users of UPIK also began receiving automated responses and ticket numbers so they could follow up the status of their complaints. In 2013, the city administration realised that further improvements were needed because of frequent system errors. A web-based version of UPIK was launched with automated management of incoming messages. The improved system allowed for more effective processing of complaints and information requests. The benefit of having one centralised system is that the public does not need to have intimate knowledge of the functions of government units, but can deliver messages through one platform.

The city administration also worked to ensure that Local Government Units (*Satuan Kerja Perangkat Daerah*/SKPD) were capable of and responsive to answering questions and complaints coming through UPIK. Operators were placed in each SKPD so that information was delivered smoothly. The rationale behind this was two-fold. First, having human resources in each SKPD allowed the municipal leadership to monitor the effectiveness and performance of each unit. Second, an improved Internet network

Box 1: Regulations Supporting the Establishment and Functions of UPIK

- Mayor Decree No. 125/2005 on the UPIK Hotline Coordination Team
- Head of Agency Decrees issued by the Public Relations and Information Office concerning the management, operations and appointment of personnel to UPIK (No. 18/2005, 19/2005 & 27/2005)
- Mayor Regulation No. 46/2006 on Implementing Guidelines on the Formulation of Development Planning (in which UPIK is mentioned as a planning tool - UPIK is a recognised source of 'citizen input' in planning processes)
- Mayor Decree No. 602/2007 on the Regional Action Plan on Implementing Bureaucracy Reform to Attain Good Governance 2007–2011 (making reference to community feedback through UPIK as a monitoring mechanism)
- Mayor Regulation No. 77/2009 on Information and Complaints Services under UPIK
- Mayor Decree No. 133/2010 on the Establishment of a Management Team for UPIK
- City Regulation No. 7/2011 on the Implementation of Public Services (and its implementing Regulation No. 80/2012) stipulating citizen participation in supervising service delivery and the role of complaints
- Standard operating procedures (No.05/SOP/HI/2011) regulating the provision of information and complaints services through UPIK issued by the Public Relations and Information Division of the Municipal Secretariat (later revised in November 2012)

made it possible for community members and government organisations to access the UPIK service.

In the early stages of UPIK, the unit was directly monitored by the mayor. After six years of successful implementation, in 2000 the mayor transferred the monitoring and implementing responsibilities of UPIK to his deputy.[5] Messages are now received from the public by UPIK staff, categorised and then delivered to relevant government units to be verified and followed up. Each question or complaint becomes the responsibility of the SKPD to follow up.

To assist in monitoring the responsiveness of each SKPD, monthly reports are developed showing data analytics on the length of time it took to respond to questions, information and complaints. This made it easy for the mayor, deputy mayor, regional secretary and assistant regional secretaries to track SKPD performance against the set standards. Additionally, this information and data on the distribution of complaints, comments, questions and advice according to relevant working areas was made available to the public through UPIK's website.[6] Below is an example of the 'top-ten' complaints registered through UPIK between 1 January 2015 and 31 December 2015.

Box 2: Methods for Relaying Information Through UPIK & Response Times

With the establishment of UPIK, the public is able to send information, complaints, criticisms, questions, suggestions and advice by telephone and fax (0274-561270), SMS (08122780001), internet (http://upik.jogjakota.go.id), email (upik@jogjakota.go.id), letter or meet face-to-face with UPIK administration.

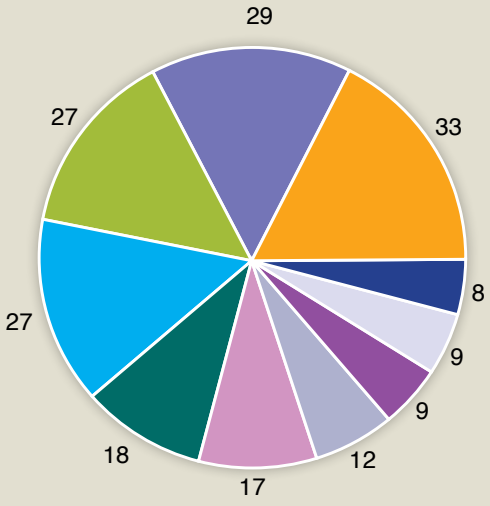
Time limits for responses to compaints (Source: Article 14, Mayor Decree No. 77/2009) are:

1. UPIK Admin must forward information, complaints, questions, suggestions and advise to SKPDs/Working Units/Relevant agencies within 1 x 24 hours;
2. UPIK operators in each SKPD/Working Unit have to provide a response within 2 x 24 hours upon receiving the information;
3. For issues requiring coordination and follow-up involving other SKPDs, responses must be sent within 6 x 24 hours.

5 Mayor Decree No. 77/2009 on Information and Complaints Services under UPIK, Kota Yogyakarta.

6 The current UPIK website only contains data from 2013 until the present day.

Figure 1: Example of the Top-Ten Complaints Recorded on UPIK's Website (Jan – Dec 2015)



No	Complaints	Number
1	Public Services	33
2	Settlement & Regional Infrastructure	29
3	Health	27
4	Transportation	27
5	Administration/Employee Affairs	18
6	Orderliness	17
7	Sanitation	12
8	Population Administration Services	9
9	Public Relations & Information	9
10	Licensing	8

Source: http://upik.jogjakota.go.id/index.php/statistik/topten_keluhan

The monthly reports are used in regular coordination meetings (*Rapat Kordinasi Terbatas* or *Rakortas*) held between the mayor, regional secretary, assistant regional secretaries, inspectorate, the municipal planning agency (*Bappeda*), and the Department for Regional Tax and Financial Management. The 'top-ten' issues in UPIK are discussed every Monday in a coordination meeting led by the mayor. Quarterly reports are also generated to aid regular coordination meetings between UPIK operators and to monitor the effectiveness and efficiency of the services. By reviewing statistical data on the number of messages and complaints received, and rates and times of response, leaders can direct immediate action and make continued improvements to SKPD and UPIK performance.

5 Examples of UPIK's Utilisation

Sectoral government units, like the Offices for Health, Housing, Regional Infrastructure, Education and Social Affairs, Workforce and Transmigration, have been known to regularly utilise the data and analysis from UPIK to formulate, monitor and evaluate policies and plans. Some more recent examples of information-to-policy are illustrated below.

The Social, Manpower and Transmigration Department of Yogyakarta City, for example, has used UPIK data to monitor transgressions of the legally mandated salary bonus following the end of Ramadan. In 2015, their grievance command centre received messages sent through UPIK, many of which requested information and clarity regarding regulations on payment. All incoming information requests were responded to through SMS and where necessary, the company in question was visited. Citizens have the opportunity to demand their rights and file complaints through a formal channel through UPIK's grievance redress mechanism.

In a sense, UPIK has helped citizens to be more involved in policy implementation by reporting problems in public service delivery and contributing to the evaluation of service implementation. Issues publicised through UPIK have become a way to demand government action. In late 2015, for example, several messages were sent through UPIK requesting that the Government look into the legality of convenience stores mushrooming all over the city.[7] Pressure groups like the independent monitoring forum, *Forum Pemantau Independen*, and local media articulated that complaints about franchised stores operating without permits had been made through UPIK.[8] The local government initially responded to these demands by closing several stores, but by early 2016 many had reopened for business. Nonetheless, this is an example of how UPIK can be used to exert pressure to demand change.

Box 3

"I complained to UPIK about work being done on the culverts. Materials from the digging and parts of the culverts, instead of being thrown away, were dumped in front of my house. I texted UPIK and complained about it. After just a few days, very quickly, someone came to clean it all up. I'm sure it was cleaned up because of my text to UPIK."

(Interview with citizen of Yogyakarta)

Another example of how UPIK has been utilised, in this case effectively, comes from the Department of Housing and Local Infrastructure

7 Messages were sent on the following dates: 29/09/2015, 11/10/2015, 17/10/2015, 25/11/2015 and 02/11/2015 that could be retrieved from http://upik.jogjakarta.go.id/index.php/daftarpesan

8 See media coverages: Harian Jogja, 28 June 2016; Koran Sindo, 20 November 2015; Kebumen Express, 28 June 2016; Koran Sindo, 3 December 2015; and Radar Jogja, 2 December 2015.

(*Dinas Kimpraswil*). When a complaint is made through UPIK, the department is required to respond, contributing to horizontal accountability. From the citizens' perspective, local government units have been responsive to citizen monitoring and reporting. According to department officials, complaints such as those below on damaged roads, drainage and bridges help inform maintenance budgets for the following year.

Data and analysis from UPIK is also a source of information on the performance and accountability of civil servants and has been used by the Yogyakarta City Government to clamp down on a lack of discipline. Civil servants themselves can deliver anonymous messages through UPIK as an internal control mechanism. Before a whistle-blower system was launched in 2014, UPIK was one of the few services that accommodated complaints of this nature. Even with a whistle-blowing system in place, UPIK is still used. In May 2015, the city's inspectorate investigated 19 disciplinary cases of civil servants, with 17 receiving punishment; some of these were reported through UPIK.

Table 1: Example of Messages Directed to the Department of Housing and Local Infrastructure, Kimpraswil (1 January - 1 February 2015)

List of Messages		
No	**Message**	**Received**
1	For the attention of the relevant government office (*Kimpraswil*). On a neighbourhood street, Brontokusuman Street, until now there is still a mound of soil residual of the SAL project. Please remove this immediately. Thanks	12-01-2015 13:59:12
2	We have sent sms 4 times. The mercury street lighting is off on Jl. Purbayan Kotagede YK, precisely north of the Purbaya Pharmacy. Please have it repaired. Thank you (M Karim)	16-01-2015 12:38:40
3	To the respective government parties, please reprove the optic cable excavation works done, they have not been repaired to their former state. Thanks.	20-01-2015 17:53:12
4	I want to complain about the road north of the city hall close to the traffic light. The road there is damaged, and has not been handled. I have seen and observed accidents occurring there. It is sad that a street so near the city hall is in such a condition. Please handle this.	27-01-2015 14:37:19

Source: UPIK website

6 Sustained Commitment

While UPIK was recognised by the innovative former mayor, Herry Zudianto, its functions have continued to be endorsed under the current mayor, Haryadi Suyuti. UPIK and its functions were integrated into the city's Mid-Term Development Plan 2012-2016 as part of the Government's communication, information and mass media development program.[9] Specific mention of UPIK is also made in the Municipal Annual Work Plans of 2014, 2015 and 2016, where its importance as a vehicle for government-citizen communication is highlighted. As such, UPIK's role was sustained as a program priority over five years, even after the departure of its main architect.

Whether or not this innovation will continue in the upcoming five-year planning period remains to be seen. Nevertheless, UPIK has been recognised by the national government as a best practice, which many local governments have sought to replicate. The country's Institute for Public Administration

9 *Bab VIII Peraturan Daerah Kota Yogyakarta No. 7 Tahun 2012 tentang Pembangunan Jangka Menengah Daerah tahun 2012-2016, Page 29.*

designated the city as an innovation laboratory in 2015.[10] Many district and city governments, including Tangerang, Batang, South Solok, Palangkaraya and Palu have shown an interest in adopting similar information and citizen complaint services in their regions.

In addition to local government enthusiasm, Yogyakarta's citizens continue to appreciate UPIK. Each year the services provided through UPIK have been measured against public, user and operator satisfaction. The resulting indices provide strong evidence of the continued functionality of UPIK and its performance. The Municipal Government partnered with the Centre for Population and Policy Studies (*Pusat Studi Kependudukan dan Kebijakan*) of Universitas Gadjah Mada to produce a Public Satisfaction Index (*Indeks Kepuasan Masyarakat*, IKM). It is one of the few third-party satisfaction surveys commissioned by the local government.[11]

The data[13] in table 2 show that overall user satisfaction increased by 1.76 percent, while satisfaction among UPIK operators increased by 5.63 percent from 2013 to 2014. The public rated 'access' highest over two consecutive years and 'services in general' lowest. After more than a decade of operation, public satisfaction of UPIK is at agreeable levels and in line with annual government targets. However, compared to other city service provision units of similar levels, a combined user and operator satisfaction score for UPIK in 2014 (73.31) would be below the average IKM of 77.02. If only user satisfaction in 2014 is considered (75.94), then UPIK's performance is on par with that of the Public Street Lighting Service Unit.

Table 2: Public Satisfaction Indices 2013 and 2014

Year	Overall Score	Score per indicator						
		Access	Use of language	Informative	Guarantee of confidentiality	Website content & display	Responsive-ness	Services in general
2013	68.92	78.86	74.72	70.94	62.35	66.72	66.58	62.04
2014	70.68	78.54	75.98	74.09	69.39	69.38	68.49	62.15

OPERATOR SATISFACTION

Year	Overall Score							
		Message accuracy	Complaint response	Timeliness	Application features	Coordination*	Network	Follow-up procedure**
2013	70.31	73.72	-	75.00	69.23	76.92	61.54	69.32
2014	75.94	78.69	76.70	75.00	74.39	74.36	73.78	71.65

Source: Pusat Studi Kependudukan dan Kebijakan, Universitas Gadjah Mada[12]

Nonetheless, the data indicates a continued commitment of the City Government to provide quality public services. The IKM itself provides informative data that can be used by decision makers to make improvements. Moreover, annual government accountability reports show that a high percentage of cases or requests submitted through UPIK are being followed up: 95.74 in 2013 and 97.46 in 2014.[14]

10 Kementerian Dalam Negeri, 10 February 2015.

11 See (Pemkot Yogyakarta 2014) .

12 See (UGM 2013) and (UGM 2015).

13 The 2013 survey covered 162 respondents from the public and 13 operators from local government working units. In 2014, 41 operators were interviewed and 247 users from the public were surveyed.

14 See (LAKIP 2013) page 45 and (LAKIP 2014) page 19.

Other sources, which include reports from the Municipal Government, suggest that not all messages sent by the public were answered. In 2011, of 3,418 reports, 3,084 were followed up (90 percent). This dropped to 559 of 821 messages in 2013 (68 percent). Nonetheless it is encouraging to see that in the last two years use of UPIK has picked up. In 2014, a total of 2,307 messages were relayed through UPIK. This grew to 4,006 – an increase of more than 400 percent – over 2013. This increase happened despite a decline in annual local budget allocations for UPIK.

Since UPIK's official launch in 2004, the Yogyakarta Municipal Government has consistently allocated and spent funds on developing and maintaining it. In general, annual budget allocations have been relatively steady and spending has been on salaries, operator training, promotion and socialisation, purchase of goods, computer maintenance, meetings and technical assistance or consultancy fees. Around one third (29 percent in 2014,[15] 34 percent in 2015[16] and 35 percent in 2016[17]) of annual costs are allocated for human resources (employee overheads).

Table 3: Satisfaction Scores of Service Providers of a Similar Level to UPIK

Name of city service provider	IKM 2014	Assessment Category
UPT Job Seeker Training	68.83	Fair
UPT Terminal Management	69.75	Fair
UPT Kindergarten and Primary School Management, Northern Area	72.3	Fair
UPT Management of Malioboro Area	72.39	Fair
UPT Kindergarten and Primary School Management, Southern Area	75.39	Fair
Public Street Lighting Service Unit	75.87	Fair
UPT Kindergarten and Primary School Management, Western Area	76.25	Fair
UPT Kindergarten and Primary School Management, Eastern Area	79.28	Fair
Job Seeker Identity Card Services	79.28	Fair
UPT Learning Activities Studio	79.88	Fair
UPT Regional Health Insurance Organizers	81.07	Fair
UPT Motor Vehicle Testing	82.18	Good
Civil Registration Service	83.01	Good
Population Registration Services	83.54	Good

Source: Laporan Hasil Pengukuran IKM Pemerintah Kota Yogyakarta Tahun 2014

The sustainability of UPIK is clear; it has continued to operate through three mayoral terms, indicating its political benefit. The municipality has received various prizes and recognition for its innovative approach to e-governance, and citizens seem genuinely supportive of it.

15 See (Pemkot Yogyakarta 2014b).

16 *Peraturan Daerah Kota Yogyakarta No. 5 Tahun 2014 tentang Anggaran Pendapatan dan Belanja Daerah Tahun Anggaran 2015.*

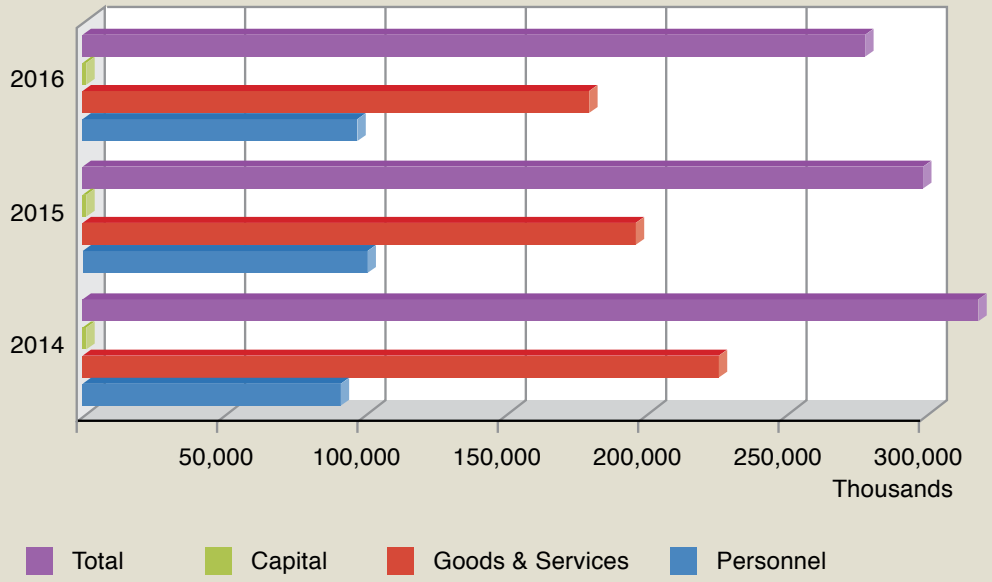
17 See (Pemkot Yogyakarta 2015).

Table 4: Annual Budget Allocations UPIK (2014-2016)

Budget Expenditure Category	2014	2015	2016
Personnel	92,790,000	102,315,000	98,285,000
Goods & Services	226,455,600	197,214,869	180,589,465
Capital	-	-	-
Total	IDR 319,245,600	IDR 299,529,869	IDR 278,874,465

Source: APBD 2014 & 2015 and RAPERDA APBD 2016.

Figure 2: Budget Allocation Trends UPIK



Source: APBD 2014 & 2015 and RAPERDA APBD 2016

7 Conclusion

This story is about UPIK, a concrete example from Indonesia of how data and analysis can help improve public services and strengthen policy implementation.

In our opinion, three factors are key to UPIK's success: 1) Authority, in the form of political leadership; 2) Acceptance, in the form of changes in behaviour and attitudes by SKPDs towards UPIK – knowledge and information helps the municipality make decisions and implement policies; and 3) Ability, in the form of capability of the UPIK team and institutionalisation through local regulations. This story has demonstrated how relevant information and knowledge can influence governance processes, policy discourse and decision making. Nonetheless, a technical innovation like UPIK is in itself not sufficient to directly exert policy change; leadership, pressure groups, political willingness and an enabling environment must converge for citizen aspirations to be adopted. For the Municipal Government and its units, UPIK is a tool to identify community needs expressed in the form of information requests, inputs and complaints that can be used in agenda setting and planning. UPIK is also evidence of the effectiveness of public service delivery and the performance of government units. For citizens, the unit helps navigate and circumvent complicated bureaucracy and allows the community to monitor the Government. When citizen inputs and complaints are followed up, citizens feel engaged in planning and policy making.

The UPIK unit itself can be considered an intermediary between citizen knowledge and decision makers that can help ensure responsive, accountable governance. But caution should be exercised, as continued commitment is needed from government units and leaders to actively utilise information from UPIK, and continued efforts are required to ensure UPIK is well known among its intended users. If continued investments are made to modernise the capabilities of UPIK and train citizen-oriented staff, it can continue to be a strategic channel to ensure public aspirations related to increasing the quality of public service management are met.

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Appendix

UPIK TIMELINE:

Year/date	Event
1999	Law 22/1999
2 January 2000	*Unit Pelayanan Terpadu Satu Atap* (UPTSA) set up (Mayor Regulation 1/2000), and begins operation. The unit functioned until 2002, after which it became the *Dinas Perijinan*.
2001	Implementation of decentralisation regulations commences
2001	Herry Zudianto, who served as vice-mayor under R. Widagdo (1996-2001), is appointed by the local Parliament to be mayor of Yogyakarta (2001-2006)
2002	Provincial Government of Daerah Istimewa Indonesia begins implementing e-governance
2002	Government of Yogyakarta City begins to develop a local management information system 'master plan' in cooperation with a university & Swisscontact
4 March 2002	UPTSA becomes the *Dinas Perijinan* (*Dokumen Pembentukan SINTAP (UPTSA/ Dinas Perizinan Kota Yogyakarta dan Implementasinya*)
30 January 2003	*Unit Pengelola Informasi dan Keluhan* set up with SMS, telephone and fax features
2003	Presidential Instruction 3/2003 issued, 'National Policy and Strategy to develop E-Government'
June 2003	Cooperation with Telkomsel to launch 2740
November 2003	Collaboration with Swisscontact & PKPEK to develop a hotline service
16 November 2003	*Keputusan Walikota Nomor 86/2003 tentang Pembentukan Unit Pelayanan Informasi dan Keluhan Kota*
31 January 2004	Computer-based technology introduced into UPIK
29 February 2004	UPIK launched and socialisation begins
2004	Law 32/2004
2005	Perda No. 17/2005 on establishment of *Dinas Perijinan*. The *Dinas* establishes its own '*satu atap*' unit
2005	*SK Walikota ttg Tim Kordinasi* Hotline UPIK
2006	Herry Zudianto is elected for a second term (2006-2011) through the first direct mayoral elections in the City of Yogyakarta
2008	Law 14/2008 on Openness in Public Information issued

December 2008	Herry Zudianto awarded/recognised as the 'best mayor' from 10 mayors (Tempo Magazine)
2009	*Peraturan Walikota* 77/2009 issued to restructure UPIK into a Secretary under *Bagian Humas & Informasi* (from being a technical unit under *Kantor Humas & Informasi*), transferring monitoring responsibilities of UPIK to the vice-mayor and replacing Regulation 86/2003
2010	*Keputusan Walikota Pembentukan Tim Pengelolaan* UPIK
2011	City Regulation 7/2011 on Public Service Standards passed to allow citizen participation in supervising service delivery Mayoral Decision 497/2011 on Public Information & Documentation Management
2011	Standard operating procedures *Nomor* 05/SOP/HI/2011 regulating the provision of information and complaints handling through UPIK
2012	UPIK included in the 2012-2016 Mid-Term Development Plan as a priority program in the area of communication, information and mass media, ensuring continuation of UPIK under newly elected mayor
30 November 2012	Standard operating procedures for UPIK developed in 2011 (revised)
2013	New web-based version (http://upik.jogjakota.go.id) implemented to allow automated management of incoming messages. Support for this provided by Swisscontact and PKPEK (local NGO)
2014	City Government collaborates with *Universitas Gadjah Mada* (Gadjah Mada University) to measure IKM (satisfaction) of UPIK. Between January and June, 247 respondents were interviewed

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Mr. Iskhak Fatonie is a Senior Program Officer at the Knowledge Sector Initiative (KSI). He is overseeing KSI's multi-stakeholder working group on bureaucracy and public sector reform i.e. policy makers, universities, CSOs, NGOs, local governments, etc. Over the past eight years he has worked with government bodies at national and subnational level in Indonesia to provide technical supports on public administration. He used to work with United Nations Development Programme (UNDP) Indonesia, managing the public sector reform including local governance, regional competitiveness, public service delivery, and decentralization regulatory frameworks. He obtained his PhD degree in political science majoring in public administration from University of Vienna, Austria. His research interest covers the area of public policy, bureaucracy reform, government studies, peace studies and political science.

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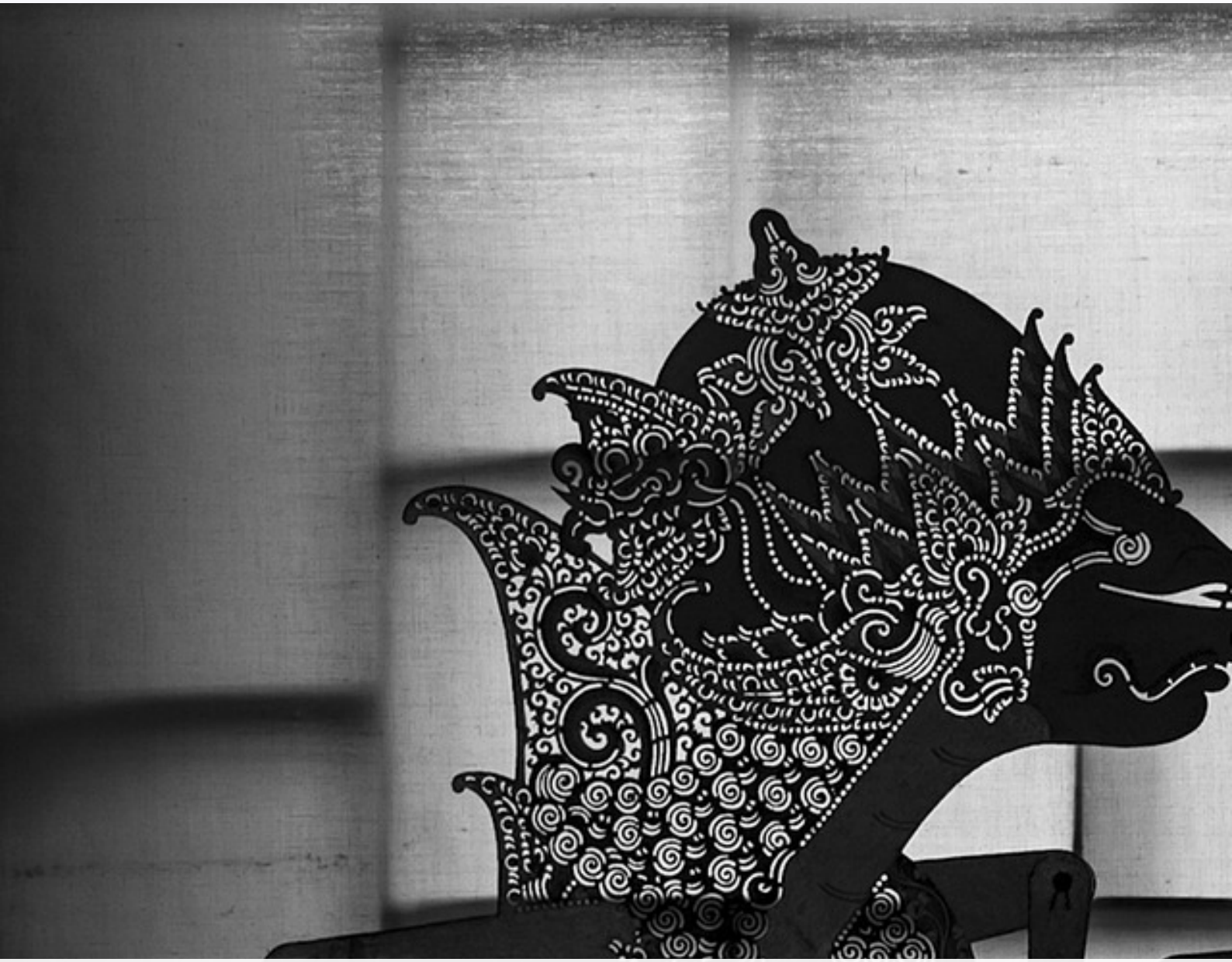

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