

Development of e-Government in Indonesia:

A Strategy Model and Its Achievements

Nariman DAHLAN

Ritsumeikan Asia Pacific University

Abstract

Aiming at better management of government and delivery of services, the digital interfaces that a government creates on the internet to extend its influence, provide service to the public, and communicate with the electorate, form an electronic democratic culture and event present an image of a government that can be collectively named as e-government. This paper discusses a model of e-government and strategies in developing the e-government in Indonesia. This paper also evaluates current status of the achievements based on the Word Bank's standard measurement in gauging the level of e-government.

Keywords: e-Government, Indonesia, Information and Communication Technology (ICT), strategy models, evaluations.

Introduction

Over the past ten years, it has been an important orientation for administrations to apply Information and Communication Technology (ICT) to maximize service quality and improve efficiency. Particularly, under the leadership of "Information Superhighway" of the U.S., all countries have devoted great efforts to improve administration with ICT. They have built up e-Government websites, and provided various services for businesses, residents and the entire society. The initiative of e-Government in Indonesia has been introduced through President Instruction on April 2001 on *Telematika (Telekomunikasi, Media, Informatika/ Telecommunication, Media, and Information Technology)* which states that government apparatuses should use ICT to support good governance and to accelerate the democracy process. Furthermore, e-Government should be publicized for different objectives to the governmental offices. Public administration is one of areas in that the Internet can be used to provide access for citizens who constitute basic service reception and to simplify the relations between citizens and government. The implementation of Indonesia's e-Government has been initiated by the government in collaboration with Indonesia Telecommunication Company (PT. Telkom) and has been developing since September 2000 in some areas of Indonesia. In 2003, some institutions of central and local governments in Indonesia started preparing e-Government network. This paper discusses the development of e-Government in Indonesia and evaluates current status of the e-Government in Indonesia based on Word Bank's standard measurement in gauging the level of e-Government.

Demography of Indonesia

Indonesia is the world's archipelagic country with a total of 17,508 islands. There are five large islands in Indonesia, Sumatera, with an area of 473,606 square km, Java with an area of 132,107 square km, Borneo / Kalimantan (The third biggest island in the world) with an area of 539,460 square km, Sulawesi with an area of 189,216 square km, and Papua with an area of 421,981 square km. Indonesia extends between 6 degree country, it was until 11 degree Indonesia, and from 97 degree until 144 degree, also it is situated between two continents .i.e. Asia and Australia/Oceania. This strategic location has a significant influence towards its Culture, Social, Politics and Economy. Indonesia's territory extends along 3,977 mile between the Indian Ocean and the Pacific Ocean. If the coastal area between the islands were connected, Indonesia's area would be 1.9 million square miles. Indonesia is ranked 4th in the world in terms of population with 238,453 million people residing there in mid 2004. It is moderately populated with 126 persons living per square km in 2004. Only 43% of the people live in urban areas. The distribution of the population is not even in the islands. The island of Java with less than 7 percent of total land area is the home of almost 60 percent of the total population. While the island of Papua that covers almost 21 percent of total land area is inhabited by only 1 percent of the total population. Population growth during the period of 1990-2000 is 1.35 percent/year.

Digital Divide within Indonesia

Commercial Indonesian Internet Service Provider (ISP) was started by IndoInternet, which is known as IndoNet in 1994 (Onno 2002). Most of the commercial Internet related companies in Indonesia are affiliated with the Indonesian Internet Service Provider Association called *Asosiasi Penyelenggara Jasa Internet Indonesia* (APJII). In 2005, there were 281 Members of APJII with 235 ISP companies, 35 Network Access Points (NAP) and 8 Multimedia companies. The ISP provides service in more than 90 cities (APJII 2007).

Table 1 Internet Services Companies in Indonesia

	1999	2000	2001	2002	2003	2004	2005
ISP	39	74	104	121	117	119	232
NAP	-	1	3	6	6	11	35
Multimedia	-	3	4	6	4	4	8
Others	1	1	3	3	3	3	6
TOTAL	40	78	114	136	130	137	281

Source by APJII

In reality, various form of Internet cafes or neighborhood network serve 60-70% of Indonesian Internet users. It is interesting to note that all of these activities are privately driven and not publicly driven. The estimated Indonesian Internet users and subscribers through the end of 2005 can be checked from the annual report of the Indonesian ISP Association (APJII, 2003). In general, the total Internet subscribers to

Indonesian Internet Service Providers are about 10-20% of the Internet users. Table 2 show that an average of 50 % yearly additional increase of both Internet subscribers and Internet users. In 2005, the estimated amount of Indonesian Internet subscribers was about 1,500,000 subscribers with about 16 million Internet users. A significant increase occurred on 2004 with about 1 million Internet subscribers and 11 million Internet users.

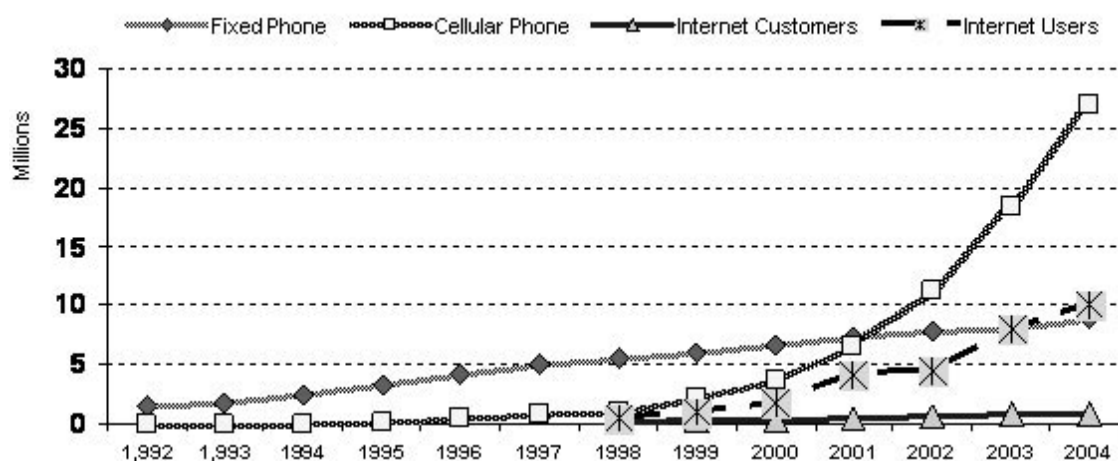
As of 2002, approximately 75 % of Internet subscribers and users were in Jakarta, 15 % in Surabaya, 5 percent in other Java cities, and the last 5 % scattered throughout the rest of the country. As of 2003, most ICT industry companies' addresses were in Jakarta, Surabaya, and Bandung (more than 1,500 companies). Less than six companies were listed in Sumatra and Bali, and a few in other locations (Hill and Sen 2005).

Table 2 Number of Internet subscribers and Users in Indonesia

Year	Subscriber	User
1998	134,000	512,000
1999	256,000	1,000,000
2000	400,000	1,900,000
2001	581,000	4,200,000
2002	667,002	4,500,000
2003	865,706	8,080,534
2004	1,087,428	11,226,143
2005(estimation)	1,500000	16,000,000

Source: APJII

Figure 1 Growth of Fixed Phone, Cellular Phone and Internet Users in Indonesia

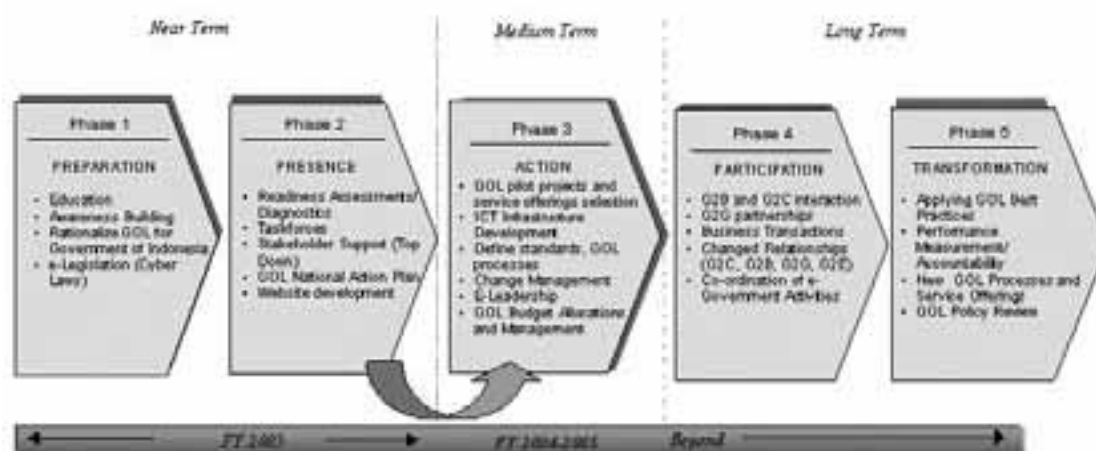


Source: BRTI

Policies and Strategic Plans in e-Government Development

The ICT has been recognized as the key facilitator and sector by the government of Indonesia. A National ICT Task Force – a cross-department team called TKTi (National ICT Coordination Team) was formed by the government of Indonesia to ensure the inclusion of ICT in all sectors (Ministry of Communication and Information Technology 2005). The Task Force has been formed to oversee, coordinate and monitor the progress of the activities, programs, projects undertaken by different ministries and departments of central government of Indonesia. The initiative of e-Government in Indonesia has been introduced through President Instruction No. 6/2001 dated 24 April 2001 on *Telematika* (Telecommunication, Media, and Information) that states that government apparatuses should use the technology of *Telematika* to support good governance and to accelerate the democracy process (Munaf 2004). Furthermore, e-Government should be publicized for different objectives to the governmental offices. Public administration is one of the areas in which the Internet can be used to provide access for citizens who constitute basic service reception and to simplify the relations between citizens and government. In Indonesia, e-Government is needed for the following reasons: 1) to support the government changes towards democratic governance practices; 2) to support the application of authority balances between central and local governments; 3) to facilitate communication between central and local governments; 4) to gain openness; and 5) to facilitate the transformation towards an information society era (Djoko 2004).

Figure 2 Indonesia's Roadmap to e-Government



Source: Ministry of communication and Information

Figure 1 shows Indonesia's roadmap to e-Government. Based on the strategic plan of the State Ministry of Communication and Information. The strategic plans to develop e-Government in Indonesia are as follows (Directorate General of Telematics, State Ministry of Communication and Information Technology 2006):

- (1) To develop management systems of central and local governments - the focus is to improve the quality of services needed by the community, to manage the changes, to enforce the leadership and to improve the product of the regulation.
- (2) To optimize the use of information technology - the focus is on building the interoperability, standardization and procedure of electronic document management

systems, information security, basic application (e-billing, e-reporting) and to develop internal government networks.

(3) To improve the participation of the private sector and information technology industry - the focus is to use the expertise of the private sector, to encourage participation of private sector and small industries.

(4) To develop manpower capacity in the central and local government - the objectives are to develop ICT culture in government institutions, to optimize the use of ICT training facilities, to extend the use of ICT for distant learning, and to put ICT as input for school curriculum and to improve the quality of teaching.

What Do We Really Want to Know?

There are at least four relationships in the e-Government communicative or interactive processes: government to government (G2G), government to business (G2B), government to employees (G2E), and government to citizens (G2C) (Balutis 2001). In this paper, we focus on the specific relationship between government and citizens (G2C) in the study of the achievement and the current state of e-Government in Indonesia. In order to evaluate the present state of e-Government development in Indonesia based on the relationship between government and citizens, the study addressed the following two groups of questions:

- (1) What is the status of development of the e-Government in the central government of Indonesia?
- (2) What is the quality of information and services on the e-Government websites?

Methodology

We accessed and examined the websites of the central government agencies through the official website of central government of Indonesia (www.indonesia.go.id) and through a search of the websites of major institutions. A 2007 summary of the major institutions, departments and agencies with a total of 70 websites is documented in Appendix I. These 70 sites are affiliated with seven types of authorities, namely:

- (1) State's Highest Institution (People's Consultative Assembly)
- (2) State's High Institutions
- (3) Coordinator Ministers,
- (4) Departments,
- (5) State Ministers
- (6) Minister-level official
- (7) Non-department national agencies/ Bureau of central government

We used a website analyzer software named WebExplorer999 to collect structures and link information within a site that was to be evaluated. The WebExplorer999 is available to collect and provide some information of analyzed website, such as number of all file on the site, type of resources on the site, inter linked files, number and list of error links, structure of all website links, term of update the files, and so on. It is also available to convert and save the analyzing result in to some difference format files such as HTML, XML and MS-Excel formatted files. Figure 3 shows a captured image of a

part of an analyzing result converted in to MS-Excel formatted file. We collected and checked the web structures, name of the link and some contents. Based on the features of each level on e-Government that is shown in Table 4 and Table 5, we categorized the level of the e-Government and the type of service orientation in there.

Figure 3 Website Structures Captured from Output of Website Analyzer Software

	A	B	C	D	E
1	サイト内データ - HTMLデータ				
3572	http://www.mpr.go.id/pimpiran2/mp-content				
3573	http://www.mpr.go.id/pimpiran2/mp-content/themes				
3574	http://www.mpr.go.id/pimpiran2/mp-content/themes/mpr2				
3575	http://www.mpr.go.id/pimpiran2/mp-content/uploads				
3576	http://www.mpr.go.id/pimpiran2/mp-content/uploads/2007				
3577	http://www.mpr.go.id/pimpiran2/mp-content/uploads/2007/02				
3578	http://www.mpr.go.id/pimpiran2/mp-content/uploads/2007/03				
3579	http://www.mpr.go.id/pimpiran2/mp-content/uploads/2007/04				
3580	http://www.mpr.go.id/pimpiran2/				
3581	タイトル	アドレス	SHA1	サイズ	ファイルタイプ
3582	Masyarakat Seodibyo Braquo, PELUNCURAN MNI BIOGRAFI MOORYATI SOEDIBJO	http://www.mpr.go.id/pimpiran2/index.php?cat=75FC	879CF391E791D9FA30 82912878BCA82180189 75FC	10379	text/html charset=UTF-8
3583	Masyarakat Seodibyo Braquo, KUNJUNGAN ZEU MOORYATI SOEDIBYO KE SEKOLAH DARURAT (ARTINI)	http://www.mpr.go.id/pimpiran2/index.php?cat=3A11E1	1A649CEA9B6C73EA 9ADC659C7A47710948 3A11E1	12195	text/html charset=UTF-8
3584	Masyarakat Seodibyo Braquo, DIALOG NASIONAL PEREMPUAN TAHUN 2007	http://www.mpr.go.id/pimpiran2/index.php?cat=977863	8005C45CETE8BF8D0 70493C04408AFDA293 977863	15713	text/html charset=UTF-8
3585	Masyarakat Seodibyo	http://www.mpr.go.id/pimpiran2/index.php	85A00088C22NAF6C01 30CA79C08114FF9C3 A53E21	20983	text/html charset=UTF-8
3586	Masyarakat Seodibyo Braquo, Kunjungan Duta Besar Bulgaria	http://www.mpr.go.id/pimpiran2/index.php?cat=1	1C7A981E2CC496059 A22E8210880FACF9C A6278	9480	text/html charset=UTF-8
3587	Masyarakat Seodibyo Braquo, PELUNCURAN MNI BIOGRAFI MOORYATI SOEDIBJO	http://www.mpr.go.id/pimpiran2/?cat=800FED8CE3C7A88E2151190	1E3F44488AF29F50E2 800FED8CE3C7A88E21 51190	10370	text/html charset=UTF-8

Achievements of e-Government in Indonesia

In 2003, some local governments in Indonesia started preparing an e-Government network. Some of them are located in Denpasar, Gianyar, Sulawesi, Gorontalo, and Semarang. In Takalar regency- South Sulawesi and East Kutai- East Kalimantan provinces, the implementation of e-Government has been initiated by the government in collaboration with Indonesia Telecommunication Company and has been developed since September 2000. Among of the information provided by these two regencies are Geographic Information System (GIS) and Management Information System (MIS). This information has been used for promotion of investment to some developed countries. Based on report of the State Ministry of Communication and Information of Indonesia on APEC Telecommunications and Information Working Group Forum in Hong Kong on March 2004, there are 564 registered domain name for government related websites in Indonesia named *.go.id. 283 government related websites are available to be accessed, 70 websites of central government agencies and 214 websites of local governments. 186 of 468 local governments had delivered their public services using website. In 2006, the Indonesian central government website listed and integrated all 70 websites of central government departments and agencies, and all 33 websites of provincial level local governments in Indonesia. The following table shows the category and number of the departments and agencies of central government listed on the integrated list.

Table 3 Category of Agencies listed on the e-Government websites of the Central Government of Indonesia

Central Government of Indonesia	1
Coordinating Ministers	3
Departments	20
State Ministers	10
Ministerial Level Officials	8
Non-Department Agencies	22
State's Highest Agency (People's Consultative Assembly)	1
Others State's High Agencies	5
Total	70

Current Status of Indonesia's e-Government

Levels of Measurement for e-Government

This paper follows the World Bank's standard measurement in gauging the level of e-Government in terms of the nature of communication. Our studies in general follow the three levels of measurement for e-Government.

Level 1: Publishing/Informational e-Government

Publishing is the first stage of e-Government development. It represents the simplest and least expensive entrance into e-Government, but it also offers the fewest options for citizens. A typical example is a basic website that lists cursory information about an agency, such as hours of operation, mailing address, or phone numbers, but has no interactive capabilities. It is a passive presentation of general information. Some observers refer to these types of sites as brochure-ware, suggesting they are the electronic equivalent of a paper brochure.

Level 2: Interaction/Responsive e-Government

The second stage is interaction. Interactions are relatively simple and generally revolve around information provision. These types of initiatives are designed to help the customer avoid a trip to an office or make a phone call by making commonly requested information and forms available around the clock. These resources may include instructions for obtaining services, downloadable forms to be printed and mailed back to an agency, or perhaps e-mail contact to respond to simple questions.

Level 3: Transaction/Transactional e-Government

The third stage in the evolution of e-Government initiatives is transaction. These initiatives are more complex than simple information provision and embody the types of activities popularly associated with e-Government. They enable clients/users to complete

entire tasks electronically at any time of the day or night. These initiatives effectively create self-service operations for tasks such as license renewals, paying taxes and fees, and submitting bids for procurement contracts. Although the level of interactivity is of a higher magnitude than second stage initiatives, the activities still involve a flow of information that is primarily one-way (either to government or to the client, depending on the activity). The electronic responses are generally highly regularized and create predictable outcomes.

Table 4 Level of e-Government and Its Features

Stage/Level of e-Government	Features/Indicators
Publishing/Informational e-Government	<ul style="list-style-type: none"> ● Government websites is just set up ● Independent or Interlinked websites ● Static-dynamic and professional information released ● Government publications, laws, regulations and ordinances, and news are released ● Searching function and related e-mail addresses available ● Hyperlink to some government agencies may also be available
Interaction/Responsive e-Government	<ul style="list-style-type: none"> ● Users can download forms and applications from government websites ● User can communicate with government officers via e-mail and networks ● User can search information from professional database ● Website contents and information are updated regularly
Transaction/Transactional e-Government	<ul style="list-style-type: none"> ● Online processing of user transaction such as commercial transaction, online forum, online voting, or allowing reviewing online results of opinion polls ● Digital signature has been widely applied ● Information security is guaranteed.

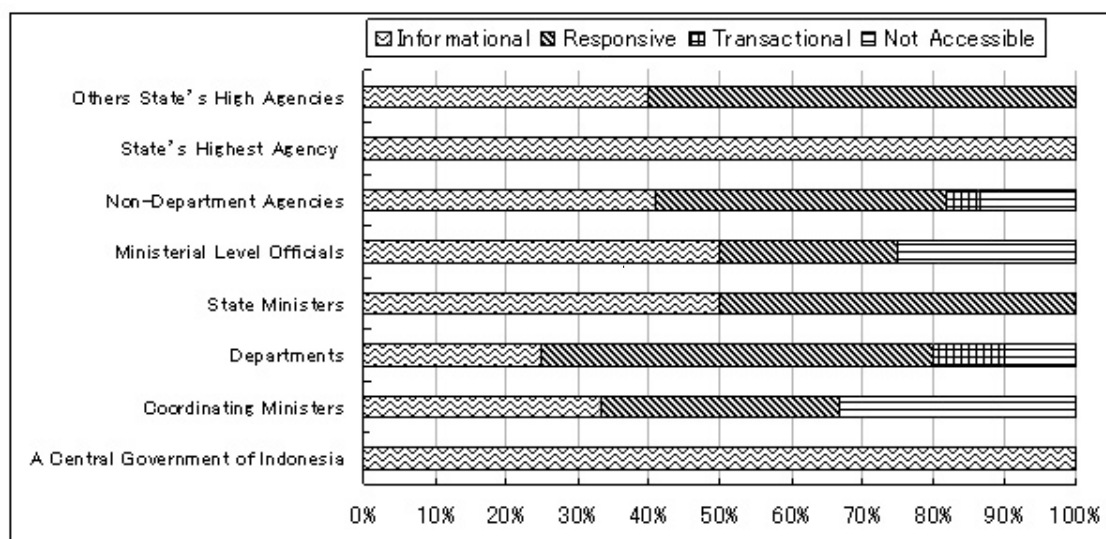
Data Analyses

Web analyzer showed that of the 70 websites of e-Government in central government website of Indonesia, 64 websites were accessible and 8 websites were not accessible. The results of the content and structure analyses showed that from the 64 accessible websites, 45.2 % are informational, 50.0 % are responsive, and 4.8% are transactional e-Government websites. Table 5 shows the percentage of e-Government at three levels; informational, interactive and transactional. These aggregated figures show that the development of Indonesia's governance reaches the goal of publishing and communication. The transactions between the government and the public or industries in online space are relatively few and perhaps developing.

Table 5 Percentage of e-Government at Three Levels

Level of e-Government	Percentage
Informational e-Government	45.2%
Interactive e-Government	50.0%
Transactional e-Government	4.8%

Figure 4 Percentage of e-Government at Three Levels in each Category of Agencies



Comparison of Research Results

A closer survey of e-Government was the study conducted by the United Nations Online Network in Public Administration and Finance (UNPAN 2003). UNPAN has made an assessment on the construction of e-Government websites of 133 out of the 190 member states from different aspects, such as whether an official government website has been set up, the type of online services, quality of online government services in five key fields (health care, education, employment, social welfare and financial services), whether an exclusive e-Government portal website has been set up, implementation of e-Government strategic plans and working efficiency in e-Government administrative agencies. By quantifying and comparing the information communication technology and human capital of the member states, the UNPAN calculated their e-Government indexes so as to clearly show their position, superiority and inferiority in e-Government construction. UNPAN result suggests that Indonesia is classified as having certain degree of improving e-Government—or what is called informational e-Government here. UNPAN reported that the countries in the degree of improving e-Governments each have opened 18 government websites on average; they normally offer information concerning politics and public administration. The global e-Government survey conducted by the United Nations Department of Economics and Social Affairs (UNDESA 2003) aimed at identifying how far different countries have implemented their e-Government service. It indicated that 55 % of Indonesia's e-Government websites provide services on the stage of enhanced presence, 36 % on interactive presence, and 4.9% on transactional presence.

It also indicated that 25.58 % websites provide online integrated e-Government services with others institutions.

Concluding Remarks

Indonesia has given great concern to implementing the program of e-Government under the umbrella program of *Telematika*, which by its nature is the utilization of all kind of ICT in government administration to support good governance, maximize the quality of services and maximize the participation of Indonesian people in government processes to accelerate the democracy process. The study conducted by UNPAN and UNDESA in 2003 indicated that the state of Indonesia's e-Government in 2003 is at the level of informational e-Government. The report of UNDESA indicated that in 2003, around 55 % of Indonesia's e-Government websites were at the level of informational e-Government. However, our study shows that in 2007, 46.4 % informational, 49.2 % interactive, and 5.4 transactional e-Governments. The percentage of interactive e-Government was increasing significantly in recent three years. It shows that the implementation of e-Government in Indonesian is under a migration process development from informational e-Government to transactional e-Government. The percentage of transaction e-Government is growing relatively few and perhaps developing. In this paper we discussed and evaluated the central government institutions from the viewpoint of the level of development. To make the current status of the e-Government development in Indonesia much clearer we considered it necessary to conduct a study with others different frame works and parameters, such as level of infrastructure, access speed, scale of database, category and type of contents released, web user interface and so on. In addition, study and evaluation of impact of the e-Government development in capacity building and in providing the better quality of services are needed. It is also necessary to study the e-Government of provincial and district level of local government in Indonesia.

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Appendix I

<i>Category and Name of Institution</i>	<i>Website's Address</i>
State Highest Institution	
Majelis Permusyawaratan Rakyat/People's Consultative Assembly	www.mpr.go.id
State High Institutions	
Dewan Perwakilan Rakyat/ People's Representative Council	www.dpr.go.id
Dewan Perwakilan Daerah/Regional Representative Council	www.dpd.go.id/
Badan Pemeriksa Keuangan/Supreme audit agency	www.bpk.go.id
Mahkamah Agung/Supreme Court	www.mahkamahagung.go.id/
Mahkamah Konstitusi/Constitutional Court	www.mahkamahkonstitusi.go.id
Central Government of Indonesia	www.indonesia.go.id
Coordinating Ministers	
Coordinating Minister for Political, Legal, and Security Affairs	www.menkokesra.go.id
Coordinating Minister for People's Welfare	www.polkam.go.id
Coordinating Minister for the Economy	www.ekon.go.id
Departments	
Department of Religious Affairs	www.depag.go.id
Department of Home Affairs	www.depdagri.go.id
Department of Energy and Mineral Resources	www.esdm.go.id
Department of Foreign Affairs	www.deplu.go.id
Department of Justice and Human Rights	www.depkuham.go.id
Department of Forestry	www.dephut.go.id
Department of Health	www.depkes.go.id
Department of Finance	www.depkeu.go.id
Department of Maritime and Fisheries Affairs	www.dkp.go.id
Department of Culture and Tourism	www.budpar.go.id
Department of Communication and Informatics	www.depkominfo.go.id
Department of Public Work	www.kimpraswil.go.id
Department of Transportation	www.dephub.go.id
Department of National Education	www.depdknas.go.id
Department of Trade	www.depdag.go.id
Department of Agriculture	www.deptan.go.id
Department of Defense	www.dephan.go.id
Department of Industry	www.dprin.go.id

Department of Social Services	www.depsos.go.id
Department of Manpower and Transmigration	www.nakertrans.go.id
State Ministers	
State Minister for State Owned Enterprises	www.bumn-ri.com
State Minister for Cooperatives Small and Medium Enterprises	www.depkop.go.id
State Minister for the Environment	www.menlh.go.id
State Minister for the Empowerment of State Apparatus	www.menpan.go.id
State Minister for Chairperson of the National Development Planning Agency	www.bappenas.go.id
State Minister for Women Empowerment	www.menegpp.go.id
State Minister for Acceleration Development Backward Regions	www.kemenegpdt.go.id
State Minister for Youth and Sports Affairs	www.menpora.org/
State Minister for Public Housing	www.kemenpera.go.id
State Minister for Research and Technology	www.ristek.go.id
Ministerial Level Officials	
Minister of the State Secretary	www.setneg.go.id
Cabinet Secretary	www.setkab.go.id/
Attorney General	www.kejaksaan.go.id
Chief of the Indonesian Military	www.tni.mil.id
Chief of the Indonesian Police	www.polri.go.id
Arsip Nasional Republik Indonesia	www.anri.go.id
Badan Akuntansi Keuangan Negara	www.perbendaharaan.go.id
Badan Intelijen Negara	www.bin.go.id
Non-Department Agencies:	
Badan Kepegawaian Negara	www.bkn.go.id
Badan Koordinasi Keluarga Berencana Nasional	www.bkkbn.go.id
Badan Koordinasi Penanaman Modal	www.bkpm.go.id
Badan Koordinasi Survei Dan Pemetaan Nasional	www.bakosurtanal.go.id
Badan Meteorologi dan Geofisika	www.bmg.go.id
Badan Pengawasan Obat dan Makanan	www.pom.go.id
Badan Pengawasan Perdagangan Berjangka Komoditi	www.bappebti.go.id/
Badan Pengawas Tenaga Nuklir	www.bapeten.org
Badan Pengawasan Keuangan dan Pembangunan	www.bpkp.go.id
Badan Pengembangan Kebudayaan dan Pariwisata	www.budpar.go.id
Badan Pengkajian dan Penerapan Teknologi	www.bppt.go.id
Badan Perencanaan Pembangunan Nasional	www.bappenas.go.i
Badan Pertanahan Nasional	www.bpn.go.id
Badan Pusat Statistik	www.bps.go.id
Badan Standarisasi Nasional	www.bsn.or.id
Badan Tenaga Nuklir Nasional	www.batan.go.id
Badan Urusan Logistik	www.bulog.co.id
Lembaga Administrasi Negara	www.lan.go.id
Lembaga Ilmu Pengetahuan Indonesia	www.lipi.go.id
Lembaga Informasi Nasional	www.lin.go.id
Lembaga Penerbangan Dan Antariksa Nasional	www.lapan.go.id
Perpustakaan Nasional Republik Indonesia	www.pnri.go.id