

# Effectiveness of Collaborative Governance Management of Public Complaints Based on Electronic Communication Media In Central Java Provincial Government

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## Abstract

*This study aims to describe the effectiveness of Collaborative Governance in managing public complaints based on electronic communication media in the Central Java Provincial Government for 3 (three years, 2017, 2018, and 2019). This research method uses descriptive qualitative methods. The location of this research is in the Central Java Provincial Government conducted at the Department of Communication and Informatics of Central Java Province. The results of the study conclude that this collaboration has not been effective, such as the lack of commitment from other stakeholders outside the Central Java Provincial SKPD such as Regency/City Governments, vertical agencies, BUMN, and BUMD. Then the limited authority of the Provincial Government of Java Central to the Regency/City Government, vertical agencies, BUMN, and BUMD, resulting in the completion of follow-up on community complaints is still low. The governance of handling public complaints by stakeholders is unclear, lack of accountability and responsibility from stakeholders other than S. KPD of Central Java Province and the supervisory team has not yet been formed to control the follow-up to the handling of complaints in the field.*

## Keywords

collaborative governance; public complaints; e-government



## I. Introduction

Public complaints become the government's attention because they are able to provide feedback in improving public services. Therefore, public service providers are required to provide a means of complaint. This has been confirmed in Law no. 25 of 2009 concerning Public Services, article 36 paragraph (1) that the Operator is obliged to provide a means of complaint and assign competent implementers in the management of complaints. The importance of complaint management is the government's priority to improve the public service system it has so far, both in terms of procedures, human resources, systems, and even leadership commitments in realizing public services according to applicable standards. The management of public complaints has an important role as a source of information for the efforts of service providers to correct errors that may occur, while consistently maintaining and improving the services produced so that they are always in accordance with established standards (Agus Fanar, 2009). Complaints can come from the community, recommendations from the ombudsman, and the DPR/Region. The rules regarding this complaint are further regulated in Presidential Regulation Number 76 of 2013 concerning Complaint Management and Regulation of the Minister of PAN and RB No. 4 of 2014 concerning Guidelines for National Public Service Complaint Management.

The Department of Communication and Information of Central Java Province as the manager of public complaints has the function of integrating public complaints through electronic communication media in Central Java. Management is regulated in Central Java Governor Regulation No. 13 of 2018 concerning Management of Public Complaints Through Electronic Communication Media in Central Java, article 5 states that electronic communication media for complaints include two, namely 1) online-based consisting of (a) Media ReportGub! through the website [laporgub.jatengprov.go.id](http://laporgub.jatengprov.go.id); (b) Media ReportGub! through an android-based mobile application; (c) Instagram media with the account name of the Central Java Provincial Government (@provjateng); (d) Twitter media with the account name @provjateng #kemalajateng #jatenggayeng; whereas 2) internet-based, consisting of (a) Media Report-Gub SMS via short message phone number 08112920200 ; (b) Call Center through number (024) 8441256 . This electronic communication media application for complaints is directly connected to 49 (forty nine) SKPD of the Central Java Provincial Government, 35 (thirty five) district/city governments, 17 (seventeen) other vertical agencies, 3 (three) BUMDs of Central Java Province and 4 (four) BUMN in Central Java. The opening of complaint channels based on electronic communication or e-government is a public service innovation for the community to submit complaints, complaints, and criticisms to the Central Java Provincial Government.

Complaint data for 2017 - 2019 received by the Central Java Provincial Communications and Information Office are as follows:

**Table 1.** Complaint Data through Electronic Communication Media by Sector 2017, 2018, and 2019

No.	Sector	Year / Number of Reports			Amount	%
		2017	2018	2019		
1	INFRASTRUCTURE	2114	1837	4,529	8,480	26.58
2	HEALTH	307	337	513	1.157	3.63
3	ENERGY	520	430	391	1.341	4.20
4	EDUCATION	1240	1128	1.138	3.506	10.99
5	STAFF	179	252	182	613	1.92
6	AGRICULTURE	191	300	202	693	2.17
7	REGIONAL DEVELOPMENT	56	32	86	174	0.55
8	PERMADES AND POPULATION	955	1229	1.445	3.629	11.38
9	FINANCIAL AND ASSETS	645	374	328	1.347	4.22
10	DISASTER	59	129	193	381	1.19
11	ECONOMY AND INDUSTRY	376	333	419	1,128	3.54
12	COMMUNITY SOCIAL	771	644	1.170	2,585	8.10
13	ENVIRONMENT	123	161	431	715	2.24
14	TOURISM AND CULTURE	71	94	173	338	1.06
15	OTHER CATEGORIES	877	513	490	1,880	5.89
16	FORKOMINDA	487	298	402	1.187	3.72
17	DISTRICT/CITY	835	1522	-	2,357	7.39
18	SABERPUNGLI	276	26	18	320	1.00
19	REPORT SP4N	20	44	6	70	0.22
	Total	10.102	9.683	12.116	31,901	100.00

Source: Laporgub/Dinas Kominfo Prov. Central Java, May 2020

**Table 2.** Data on Total Complaints and Report Status 2017, 2018 and 2019

Year	Total Report	Returned	Verification	Process	Finished	Unanswered
2017	10.102	1,531	2,193	106	4,840 (47.91%)	1.432
2018	9.683	495	1.454	432	5,121 (42.26%)	2.181
2019	12.116	699	2,719	188	6,806 (56.17%)	1,704
Amount	31,901	2,725	6.366	726	16,767 (52.55%)	5.317

Source: Laporgub/Dinas Kominfo Prov. Central Java, May 2020

**Table 3.** Report Status Data by Institution/Regency/City/Vertical Agency/BUMN/BUMD 2017, 2018 and 2019

	Recapitulation / Year	49 SKPD	35 County/City	Vertical Instance	BUMN	BUMD	Amount
<b>A</b>	<b>Total Report</b>						
1	2017	7,682	835	1.178	232	175	10.102
2	2018	7,454	739	1.090	223	177	9.683
3	2019	7,202	3.554	1.193	100	67	12.116
	Amount	22,338	5.128	3,461	555	419	31,901
<b>B</b>	<b>Returned</b>						
1	2017	1,224	174	126	7	-	1,531
2	2018	321	122	50	2	-	495
3	2019	589	97	12	1	-	699
	Amount	2.134	393	188	10	-	2,725
	%	9.55	7.66	5.43	1.80	-	8.54
<b>C</b>	<b>Verification</b>						
1	2017	1,665	254	226	42	6	2,193
2	2018	1.013	167	233	41	-	1.454
3	2019	1,504	1,131	84	-	-	2,719
	Amount	4.182	1.552	543	83	6	6.366
<b>D</b>	<b>Process</b>						
1	2017	99	1	4	1	1	106
2	2018	364	22	44	2	-	432
3	2019	90	39	59	-	-	188
	Amount	553	62	107	3	1	726
<b>E</b>	<b>Finished</b>						
1	2017	4.038	296	326	68	112	4.840
2	2018	4.243	120	581	67	110	5.121
3	2019	4.848	1.096	809	49	4	6.806
	Amount	13,129	1,512	1,716	184	226	16,767
	%	58,77	29.49	49.58	33.15	53.94	52.56
<b>F</b>	<b>Unanswered</b>						
1	2017	656	110	496	114	56	1.432
2	2018	909	588	474	157	53	2.181
3	2019	171	1.191	229	50	63	1,704
	Amount	1,736	1,889	1,199	321	172	5.317
	%	7.77	36.84	34.64	57.84	41.05	16.67

Source: Laporgub/Dinas Kominfo Prov. Central Java, May 2020

The speed of responsiveness required by the PIC cannot be carried out by the admin of the Communication and Information Office of Central Java Province alone to answer every complaint that comes in, but desperately needs other stakeholders who collaborate together (collaboration). The stakeholders consist of 49 SKPD of Central Java Province, 35 regencies/cities and 24 vertical/other agencies.

Technically, cross-sectoral collaboration has been regulated in the SOP as shown below.

No.	Uraian Prosedur	Masyarakat	Sistem LaporGub	Admin Gubernuran	Person in Charge (PIC)	Mutu Baku	
					SKPD/Kab/kota/ Instansi Vertikal	Kelengkapan	Waktu
1	2	3	4	5	6	8	9
1	Masuk	Mulai					
2	Masyarakat mengirimkan pengaduan melalui kanal Lapor Gubernur					Handphone/Gadget	
3	Aduan masuk ke system Laporgub	Aduan ditolak				Sistem LaporGub	
4	Aduan diterima dan dikelola Admin Gubernuran		aduan dikembalikan ke sistem			Sistem LaporGub	1 x 24 jam
5	Admin mendisposisi ke PIC terkait					Handphone/Gadget/PC	3x24 jam
6	Status Aduan	selesai					Maksimal 7 hari sejak aduan masuk

Source: Office of Communication and Information Prov. Central Java

**Figure 1. LaporGub System SOP!**

De Seve in Mutiarawati (2017) mentions that there are eight indicators of successful collaboration in governance, namely networked structure (network structure), commitment to a common purpose (commitment to goals), Trust among the participants (the existence of mutual trust among actors/participants), Governance (clarity in governance). manage), Access to authority (access to power), Distributive accountability/responsibility (sharing accountability/responsibility), Information sharing (sharing information) and Access to resources (access to resources).

Based on the facts above, the formulation of the problem identification is as follows:

- a. Reports of public complaints through electronic communication media for 3 (three) years, 2017, 2018, and 2019 a total of 31,901 complaints turned out to be ineffective with an explanation that only 52.55% of complaints had been followed up by the unit. While the rest shows that 16.67% has not been answered by the admin unit. The

remaining 30.78% is still being verified, processed and returned by the PIC unit to the Prov admin. Central Java.

- b. Of the complaints that have been handled or followed up a total of 16,767 complaints or 52.56%, with the most settlements in SKPD of 13,129 complaints or 58.77%. Meanwhile, other stakeholders still low, namely District/City Governments with 1,512 complaints or 29.49%, Vertical Agencies 1,716 complaints or 49.58%, BUMNs with 184 or 33.15% and BUMDs with 226 or 53.94%. This shows that stakeholders outside the Central Java Provincial Government are still low on commitment.
- c. The complaint manager still does not fully understand the substance of the complaint so that there are still complaints that are forwarded to the unit in charge and finally returned to the manager/admin because the complaint is not in accordance with their authority with a data of 8.54%.

This research aims to describe the effectiveness of collaborative governance in managing public complaints based on electronic communication media in the Central Java Provincial Government. By using the theory of Ansell and Gash (in Islami: 2018) this study will analyze the effectiveness of the collaboration process and the inhibiting factors of collaboration based on De Seve's theory.

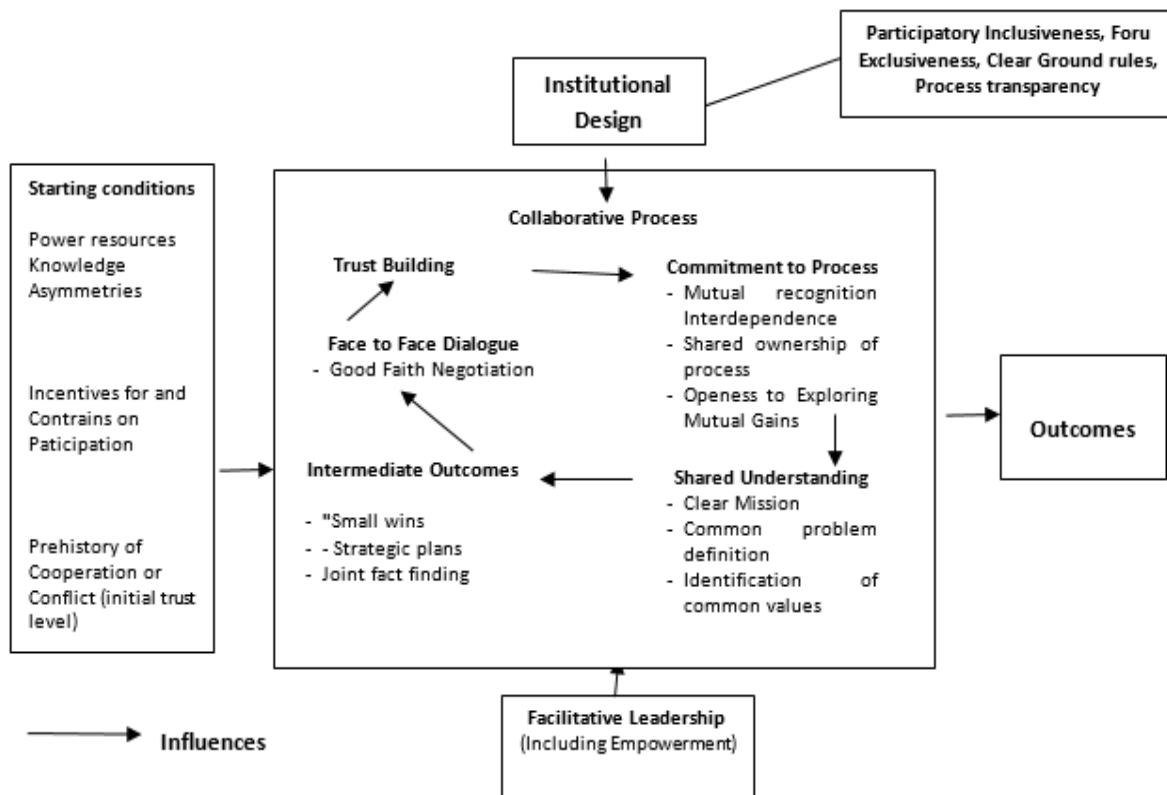
## II. Review of Literature

### 2.1 Collaborative Governance

The definition of collaboration can be divided into two meanings, namely collaboration in the sense of the process and collaboration in the normative sense. Understanding collaboration in the sense of a process is a series of processes or ways to organize/manage or govern institutionally. In this sense, a number of government institutions and non-governmental institutions are involved in accordance with the portion of their interests and objectives.

The collaborative governance model according to Ansell and Gash (in Islami: 2018) states that there are 6 (six) criteria, namely: 1) forum initiated by public bodies or institutions, 2) participants in the forum include non-state actors, 3) participants are directly involved in decision-making and not only consulted, 4) forums are formally organized and meet collectively, 5) forums aim to make decisions by consensus, and 6) the focus of cooperation is public policy or public management. Meanwhile, to measure its effectiveness, it is determined from three dimensions which include: 1) how to design an institution that is formed based on the level of participation, the existence of a limited forum, the existence of clear basic rules, and a transparent process; 2) how to build a collaboration process by paying attention to trust and commitment among collaboration participants, awareness of mutual need, mutual openness, mutual understanding, clear mission, jointly setting strategic plans and being able to negotiate in reaching agreement; 3) what is the role of facilitative leadership.

Model Ansell & Gash (2008a) This study has four variables that become the center of attention, namely: Initial Conditions, Institutional Design, Facilitative Leadership and Collaborative Processes. Collaboration Process Variables are the core of this model, while Initial Conditions, Institutional Design, Facilitative Leadership are presented as supporters who make important contributions in this collaborative process.



Source: Ansell and Gash in Islamy (2018;14)

**Figure 2.** *The Collaborative Governance Model Process from Ansell and Gash*

## 2.2 E-Government

*United Nations Development Program* (UNDP) in Gerry Katon (2014) defines e-government "E-government is the application of Information and Communication Technology (ICT) by government agencies". Heeks (2002) defines e-government as the use of information and communication technology (ICT) to improve the activities of public sector organizations. The definition of e-government according to (Rianto & Lestari, 2012) in Dwi Nurfaizal (2019) is a form of governance in using information and communication technology.

The theories above have several characteristics in common, including the following:

- a. Is a new (modern) interaction mechanism between the government and the community and other interested parties (stakeholders);
- b. Involves the use of information technology (especially the internet);
- c. Improving the quality (quality) of services that have been running.

Nurfaizal (2019) states that the implementation of e-government has 4 main objectives, namely:

1. Establish a network of information and transactions for public services or a website presence whose purpose is to provide satisfaction to the community because it is affordable and without being limited by time and costs that are affordable by the community.
2. Forming interactions between the business world as a means of increasing national economic development and accelerating global economic growth in order to compete in international trade.

3. Forming a network with state institutions as well as providing facilities for public dialogue so that the public can participate in formulating policies undertaken by the government.
4. Establish a transparent and efficient management and performance system to facilitate transactions and services of government agencies and autonomous regional governments.

The economic condition of the population is a condition that describes human life that has an economic score (Shah et al, 2020). Economic growth is still an important goal in a country's economy, especially for developing countries like Indonesia (Magdalena and Suhatman, 2020).

### **2.3 Community Complaint**

Agus Fanar Syukri in Santoso (2018) defines public complaints as a very important source of information for the efforts of service providers to correct errors that may occur, while consistently maintaining and improving the services produced so that they are always in accordance with the standards that have been set. Complaint management is a process of activities to accommodate, record, review, distribute, confirm, clarify, provide alternative solutions to complainants, document and socialize the results of complaint management to the public. Meanwhile, Dyah Hariani (2008: 245-246) in compiling a complaint mechanism that will be listed in the government service regulation, in this case, as a government administrator and as a service provider, it is necessary to pay attention to things including, how service users use the complaint mechanism, how service providers will handle complaints, how long the mechanism will take. handling complaints, what actions will service providers take in handling complaints, whether there is a mediation institution if service users are not satisfied with the service provider's answers, who sits on the performance evaluation board and what kind of body monitors the work of service providers in handling complaints.

## **III. Research Method**

The research was conducted with a qualitative approach. L. J. Moleong (2008); Welch & Patton (1992) suggest that qualitative research is data collection in a natural setting, using natural methods and carried out by naturally interested people or researchers. The same statement was conveyed by Finlayson (1995) in Moleong (2008) that qualitative research is research that uses a scientific background with the intention of interpreting phenomena that occur and is carried out by involving various existing methods. The purpose of the study is to describe the effectiveness of Collaborative Governance in managing public complaints based on electronic communication media in the Central Java Provincial Government for 3 (three years, 2017, 2018, and 2019). The location of this research is in the Central Java Provincial Government. Data collection was carried out by in-depth interviews with various stakeholders in managing public complaints based on electronic communication media such as the Central Java Provincial Communications and Information Office, GRMS, admin and several PICs. After the data is collected, the analysis process is carried out with an interactive model, namely through the stages of data collection, data reduction, and data presentation and drawing conclusions (Huberman In this way, it can be seen the various problems that have caused the ineffective collaboration in managing public complaints based on electronic communication media in the Central Java Provincial Government for 3 (three years, 2017, 2018, and 2019).

## IV. Results and Discussion

### 4.1 Collaborative Governance Management of Public Complaints based on Electronic Communication Media in the Central Java Provincial Government

Model Ansell & Gash (2008a) has four variables that become the center of attention, namely: Initial Conditions, Institutional Design, Facilitative Leadership and Collaborative Processes. The results of the study describe the collaboration process management of public complaints based on electronic communication media in the Central Java Provincial Government as follows:

#### a. Initial Conditions

Management of public complaints based on electronic communication media in the Central Java Provincial Government was built as a follow-up to Law Number 25 of 2009 concerning Public Services and Government Regulation Number 68 of 1999 concerning Procedures for Implementing Community Participation in State Administration which is operationally in Central Java Province stipulated by Central Java Governor Regulation No. 13 of 2018 concerning Management of Public Complaints Through Electronic Communication Media in Central Java.

The management of public complaints based on electronic communication media is a form of public service innovation in the field of public complaints by utilizing electronic media. Previously, community complaints in Central Java Province still applied manual mechanisms through physical letters addressed to the Governor and SKPD leaders and were partially uncoordinated through one door. Starting in 2013, the Central Java Province Communication and Information Office has built networks and e-government applications and one of them is building public complaints applications, namely media ReportGub! through the website [laporgub.jatengprov.go.id](http://laporgub.jatengprov.go.id) and android-based mobile applications, Instagram media with the Central Java Provincial Government account name (@provjateng), Twitter media with the account name @provjateng #kemalajateng #jatenggayeng. In addition to building media internet-based, consisting of media SMS Lapor-Gub via short message phone number 08112920200 and Call Center via number (024) 8441256.

#### b. Institutional Design

Articles 10 and 11 of Central Java Governor Regulation No. 13 of 2018 concerning Management of Public Complaints Through Electronic Communication Media in Central Java, states that to facilitate services, a TPPM (Team Team) must be formed. Community Complaints Manager) both at the Central Java Province and TPPM Units at the level of each regional apparatus organization, Regency/City, Vertical Agency, State-Owned Enterprises and Regional-Owned Enterprises. The formation of the Provincial TPPM is based on the Decree of the Governor of Central Java while the Unit TPPM is formed by the decision of the Head of SKP, Regency/City, vertical agencies, BUMN and BUMD.

The task of the Provincial TPPM is to coordinate the follow-up to public complaints in Central Java. Meanwhile, the Community Complaints Management Team is a unit which is formed internally in each regional, district/city apparatus organization, vertical agency, state-owned enterprise and regional-owned enterprise to follow up on public complaints.

However, the results of the study show that until 2021 there is no formation of the Central Java Provincial TPPM or TPP Unit, but what exists is the formation of the Governor's Report PIC at the Central Java Provincial Government, Regency/City level, and



vertical agencies/BUMN/BUMD with Decree of the Regional Secretary of Central Java Province Number 488/009721 /2016 dated 27 May 2016. The task of the PIC is to follow up on incoming complaints by answering, responding and coordinating with related parties according to competencies, duties and SOPs that apply within a maximum grace period of 6 hours since the complaint society is accepted.

### **c. Facilitative Leadership**

Article 13 Central Java Governor Regulation No. 13 of 2018 concerning Management of Public Complaints Through Electronic Communication Media in Central Java, states that Technical provisions for the management of public complaints are further regulated by Regulation of the Head of the Communication and Information Office of Central Java Province. In accordance with the main tasks of the Central Java Provincial Communication and Information Office, it has been regulated in the Office of Communication and Information Central Java Governor Regulation No. 70 of 2016 concerning Organization and Work Procedures of the Communications Service and Information Technology of Central Java Province, which is technically operational carried out by the e-Government Division in with the task of carrying out the preparation of policy formulation, coordination and implementation of evaluation and reporting policies in the fields of application development, development of the E-Government ecosystem and e-Government governance.

The results of the study found that the technical provisions for managing public complaints have not been prepared by the Central Java Province Communication and Information Service, what has been determined is the Gub! Report Service SOP. Then the administrator function has been running and has become the main task of the Field *e-Government*. Meanwhile, the operator function is carried out by the GRMS, which is responsible to the Head of the Communication and Information Office. Thus, the service has a function as a regulator, administrator, as well as an operator. This role is called facilitative leadership.

### **d. Collaboration Process**

The collaboration process begins with face-to-face dialogue, building trust, commitment to the process, sharing understanding, and interim results (Ansell and Gash, 2008). The results of the study indicate that face-to-face dialogue begins with the governor's policy to initiate public complaints through communication media with all stakeholders. Next from the Service Communication and Information builds applications as well as strengthens with stakeholders through a joint forum to implement the program.

Building trust is done by creating an easy, cheap and effective complaint channel to improve services to the community. The reporter makes a complaint through the Gub report channel based on facts and can be responsible for the report. The Governor's Admin, in charge of receiving complaints and filtering complaints to dispose of them to the relevant agencies, answer directly or reject complaints. In addition, it also maintains the confidentiality of the reporter's identity. PIC agency, tasked with receiving complaints and following up thoroughly. In addition, it also makes requests for contact reports to the Governor's Admin if necessary to seek clarity on complaints that will be followed up and ensure the safety of the complainants to avoid unwanted things in the field. Public trust in the government must always be improved continuously.

While sharing understanding is built with a shared vision and mission to provide the best service to the community in the field of public complaints, solving problems and complaints submitted by the community to the government. The temporary result of this

collaboration is in the form of public trust in reporting increasing complaints to the Central Java Provincial Government, forwarding complaints to related units, and handling follow-up on community complaints by SKPD, regencies/cities, vertical agencies, BUMN and BUMD.

To measure the effectiveness of this collaboration, this is done by: 1) how to design an institution that is formed based on the level of participation, the existence of a limited forum, the existence of clear basic rules, and a transparent process; 2) how to build a collaboration process by paying attention to trust and commitment among collaboration participants, awareness of mutual need, mutual openness, mutual understanding, clear mission, jointly setting strategic plans and being able to negotiate in reaching agreement; 3) how the role of facilitative leadership is described as follows:

1. Building an institutional design based on the level of participation has been going well at the SKPD level of Central Java Province, but at other stakeholders such as at the level of vertical agencies, district/city governments, BUMD and BUMN, it has not run optimally. The establishment of a PIC in each SKPD, vertical agency, district/city government, BUMD and BUMN as a function of receiving complaint materials from admins at the Ministry of Communication and Informatics. The execution of the settlement of complaints is in the hands of each leader. Thus, a forum with all stakeholders is needed both in vertical agencies, district/city governments, BUMD and SOEs on a regular/periodic basis which is facilitated by the Central Java Provincial Communications and Information Office. The joint forum is to carry out monitoring and evaluation management of public complaints based on electronic communication media in the Central Java Provincial Government;
2. The management of public complaints based on electronic communication media in the Central Java Provincial Government is a joint mission of all stakeholders to improve public services for public complaints. Electronic media built by the Central Java Provincial Government bridges public complaints to other stakeholders because the public does not know exactly every problem that is complained of is the authority of the provincial, or district/city governments, vertical agencies, BUMD or BUMN. So the provincial admin will send (send) to other stakeholders. However, the joint mission has not been supported by a shared commitment, especially in vertical agencies, district/city governments, BUMD and BUMN. It is necessary to build a joint commitment from the leadership to the PIC, as well as to build trust that this collaboration is needed to answer the public's trust.
3. Building a facilitative leadership role has been carried out by the Central Java Provincial Communications and Information Office, from the regulator to the executor supported by the GRMS team who prepares network infrastructure and applications. However, it needs to be optimized with a clear work program for all stakeholders, periodic meetings, socialization to all stakeholders, and improvement of admin and PIC human resources in stakeholders.

#### **4.2 Obstacles to Collaborative Governance in Managing Public Complaints based on Electronic Communication Media in the Central Java Provincial Government**

De Seve mentioned that there are eight indicators of successful collaboration in governance, as described above. To find out the barriers to collaboration management of public complaints based on electronic communication media in the Central Java Provincial Government explained by using the 8 indicators referred to, with the results of the study as follows:

#### **a. Networked Structure**

Collaboration is semi-formal, meaning that there is no written agreement so there is no administrative entity. Each stakeholder is involved and participates in the network. The network that is formed does not form a structure, but tends to be flat and the Prov. Central Java as complaint manager. The level of complaint management is the Governor's Administration and the agency PIC consisting of the PIC of the Central Java Provincial Government SKPD, the Regency/City PIC and the PIC of the Vertical Agency. Thus, it is concluded that the type of networked structures in the collaboration here is a self-governance type. However, there is a weakness here, namely the authority of the Central Java Provincial Government when public complaints reports have not been followed up by other stakeholders outside the Central Java Provincial SKPD, namely in district/city governments, vertical agencies, BUMN and BUMD.

#### **b. Commitment to a Common Purpose**

Commitment among stakeholders is carried out based on the vision and mission to improve public services in the field of fast, easy, electronic-based public complaints. However, this commitment needs to be built continuously by Office of Communication and Information Prov. Central Java together with stakeholders considering that the resolution of complaints is still low.

#### **c. Trust among the Participants**

The existence of trust from the public to report any complaints and problems in electronic-based communication media in Central Java Province is very good as evidenced by the increasing number of reports. Efforts to build mutual trust among stakeholders in managing complaints have been carried out well, pThe privacy of the reporter is kept confidential and the admin is committed to maintaining that confidentiality. however, this mutual trust will be more effective if it is supported by a shared commitment to improve the resolution of complaints. So that people will have more confidence in the government when complaints can be handled, so they are not only sent but also deleted.

#### **d. Governance**

Collaboration governance is set in Central Java Governor Regulation No. 13 Year 2018, Decree of the Regional Secretary of Central Java Province Number 488/009721 /2016 dated 27 May 2016 and the SOP for the management of the Gub! Report System, namely pReporting as the perpetrator of the complaint, the Governor's admin manages the entire complaint and the PIC unit follows up on the complaint completely. The results of the study found that TPPM in provincial and unit levels have not yet been established, but only the appointment of PICs. This TPPM needs to be established considering that its duties are coordinate the follow-up and resolution of public complaints in their respective environments. Meanwhile, the authority of the PIC unit is very limited because it is only an operator in their respective unit, not until the follow-up execution.

#### **e. Access to Authority**

In this collaboration, all stakeholders have understood the procedures that must be carried out based on the SOPs that have been set. Admin Governor has the authority to determine where the complaint will be disposed of to the appropriate agency with the problem of the complaint. In addition, the Governor's Admin has the authority to directly respond to complaints that are unclear, reject complaints that are inappropriate or that are not within the authority of the Central Java Provincial Government. The agency PIC has the authority to follow up on complaints completely and has the right to contact the reporter if they want clarity on the complaint. In addition, the PIC has the

authority to return the complaint if the complaint received is not the authority of the agency. The Governor's Admin as the admin for managing the entire complaint who then gives disposition to the administrative office related to the complaint (provincial SKPD admin/district-city service/vertical agency/BUMN /BUMD).

**f. Distributive Accountability/Responsibility**

Accountability by the Office of Communication and Information Technology of Central Java Province has been carried out well and is reported periodically to the Governor of Central Java. However, accountability in the unit needs to be improved, especially for units with low follow-up completion. There needs to be an official letter from the Office of Communication and Information of Central Java Province to all stakeholders to make an accountability for the completion of the follow-up to the handling of public complaints.

**g. Information Sharing**

Information sharing is carried out through the application of communication media for public complaints by stakeholders. The public can use the application to report complaints to the Central Java Province admin which will then be forwarded to the supporting stakeholders according to their authority. Besides that the identity of the reporter is kept confidential, the contact of the reporter can only be accessed by the Governor's Admin and will be given to the PIC if needed, the reporter can see the progress of the follow-up of complaints by the relevant agencies, the PIC can see the statistics of complaints submitted to their respective agencies. Thus the implementation of this information sharing has gone well and quickly.

**h. Access to Resources**

To achieve this collaboration goal, the Central Java Province Communications and Information Technology Office has made efforts to increase the capacity of existing resources, including strengthening the capacity of the Laporgub system and server at the Kominfo Service, the Laporgub application can be accessed by the public through several platforms, namely android, website, SMS and WA, Meanwhile, to enter into the Laporgub system, only users who have been registered as admins of each agency are the Governor's admin, SKPD admin, Regency/City admin, Vertical Agency admin, BUMN admin and BUMD admin.

Based on the results of the study, it was concluded that the obstacles found were based on the indicators above, namely:

1. The intervention of the Central Java Provincial Government's authority to other stakeholders outside the Central Java Provincial SKPD such as the Regency/City Government, vertical agencies, BUMN, and BUMD when the public complaint reports have not been followed up. Because hierarchically, the Central Java Provincial Government is not the superior of the Regency/City Government, vertical agencies, BUMN, and BUMD. This clarity of authority is very important so that there will be formal clarity on complaints and complaints that are not immediately answered and resolved by the leadership of the Regency/City Government, vertical agencies, BUMN, and BUMD;
2. CommitmentThe Regency/City Government, the leadership of vertical agencies, BUMN, and BUMD are still low so that the Prov. Central Java as a facilitator needs to build this commitment on an ongoing basis with stakeholders considering that the resolution of complaints by them is still low. Thus, the public will have more confidence in the government when complaints can be handled immediately, so that complaints are not only sent but also sent;

3. There is no clarity on collaboration governance, with the TPPM not yet established at the provincial and unit levels, but only with the appointment of PICs. This TPPM needs to be established because its roles and responsibilities are clearer in resolving complaints and complaints, in contrast to the PIC whose job is as a complaint administrator through electronic media only;
4. Accountability and responsibility *stakeholders* which is still lacking, especially the complaint manager in Regency/City Government, vertical agencies, BUMN, and BUMD. The Department of Communication and Information of Central Java Province needs to issue technical guidelines or technical guidelines regarding the Complaints/Complaints Handling Report to the Governor of Central Java, so that all stakeholders are obliged to make an accountability for the completion of follow-up handling of public complaints which they are responsible for.
5. There has been no follow-up from Pergub 13 of 2018 concerning Management of Public Complaints through Electronic Communication Media in Central Java.
6. The supervisory team has not yet been formed to control the follow-up to the handling of complaints in the field.

## V. Conclusion

Collaboration in managing public complaints based on electronic communication media in the Central Java Provincial Government with stakeholders in general has been running but has not been effective. Based on the analysis of eight factors measuring the success of collaboration in governance by De Save, there is a conclusion that this collaboration has not been effective, such as the lack of commitment from other stakeholders outside the Central Java Provincial SKPD such as Regency/City Governments, vertical agencies, BUMN, and BUMD. Then the limited authority of the Central Java Provincial Government over the Regency/City Government, vertical agencies, BUMN, and BUMD, resulting in the completion of follow-up to public complaints is still low. The governance of the handling of public complaints by stakeholders is not yet clear, and the lack of accountability and responsibility from stakeholders other than the Central Java Provincial SKPD and the absence of a supervisory team that controls the follow-up for handling complaints in the field.

The Office of Communication and Information Technology of Central Java Province as a stakeholder facilitator needs to strengthen regulations by issuing technical guidelines/guidance on governance and accountability for managing public complaints based on electronic communication media in the Central Java Provincial Government, and holding periodic meetings to evaluate the performance achievements of collaboration with stakeholders.

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