



Collaborative Governance in Handling Public Complaints to the President at the Ministry of State Secretariat

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Abstract

The handling of public complaints on all types of problems generally falls under the authority of the relevant agencies to resolve them, so that collaboration with relevant agencies is needed in handling public complaints to the President. This study aims to analyze the handling of public complaints against the President based on the Collaborative Governance theory and model that has been running so far and to build a collaborative governance model design that is needed in handling public complaints. This research methodology uses qualitative data with primary sources of interviews, observations, and group discussions. The secondary data was obtained through various documents and literature studies. The results of the study show that Collaborative Governance in handling public complaints to the President at the Ministry of State Secretariat is not yet optimal because the main dimension of Institutional Design in the form of a legal framework that serves as a guideline in collaborative handling of public complaints to the President is not yet available. Researchers formulate Regulated Collaborative Governance which emphasizes the importance of compiling an Institutional Design before starting the collaboration process. The Regulated Collaborative Governance model is a modification of the Collaborative Governance model proposed by Ansell and Gash.

Keywords: Collaborative Governance; Community Complaints; Ministry of State Secretariat.

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INTRODUCTION

In the current reform era, the government is required to be able to continue to encourage community participation through community complaints channels (Mahmudah & Imelda, 2021). Handling of public complaints in the public sector is a symbol of change, because since decades ago the government around the world views the importance of changes in bureaucracy and managerial processes, and the results show that the public sector must also follow the model shift in serving the community, like handling the complaints of the private sector (Bason & Austin, 2022).

At present each ministry/institution has opened a special complaint channel related to the problem that is its authority. It is hoped that the community can participate in conveying complaints both in the category of supervision and not consulting on government agencies. The Ministry of State Secretariat as a government agency also organizes the duties and functions of handling public complaints submitted to the President (Pratiwi & Salomo, 2020).

These duties and functions are in order to realize the handling of comprehensive complaints and support the vision and mission of the Ministry of State Secretariat in providing services to the President of the Republic of Indonesia (Supriadi & Huseini, 2020). The work unit within the Ministry of State Secretariat that has the duties and functions in handling the complaint is the Assistant Deputy for Complaints of the Community.

In the last 10 years the number of public complaints to the President of the Republic of Indonesia is quite volatile. The increase in the number of complaints was quite significant began in the era of Joko Widodo's leadership (Pangestu et al., 2020). When compared to the highest number of complaints in the period of President Soesilo Bambang Yudhoyono in 2013, the number of complaints from the

public to President Joko Widodo almost reached 2 times as many as 15,049 letters in 2017, although in the following years the following years began to decline. The following is shown the number of public complaints to the President of the Republic of Indonesia in 2012 - 2021.

However, complaints followed by the Ministry of State Secretariat to technical agencies and the number of complaints completed by technical agencies only reached 50%. The role of the Ministry of State Secretariat is not yet optimal due to limitations. There are several factors that cause the role/capacity of the Assistant Deputy for Complaints of the Community limited in encouraging ministries/institutions and local governments to act responsively in following up on public complaints to the President of the Republic of Indonesia.

In general, a picture of the phenomenon of public complaints to the President of the Republic of Indonesia is the high enthusiasm of the community in submitting complaints to the President (Nugroho, 2016). This is because the preference of the community to submit complaints to the President as the holder of the power of the state government and various complaints media that can be accessed by the whole community, both through letters, e-mail, etc.

The high public expectations of handling public complaints to the President. This arises because of public distrust of government agencies due to slow/bad handling, not responding to problems, etc. so that public complaints to the President of the Republic of Indonesia become the last door for the community to get a solution. The limited capacity of the Ministry of State Secretariat Resources in handling public complaints from the President of the Republic of Indonesia. The response of the relevant agencies has not been maximized in handling public complaints. The absence of guidelines for handling public complaints to the

President. Based on this, this research has led to analyze the handling of public complaints to the President based on the theory and model of collaborative governance that runs so far and build the collaborative governance model design needed in handling public complaints.

RESEARCH METHODS

This research uses a qualitative approach. This approach was chosen because this research seeks to understand and describe the process and dynamics of relations between actors in collaboration carried out by the government and other actors in the process of public complaints services to the President as dynamics in the organization of government (Creswell & Creswell, 2018). The type of research is included as an exploratory descriptive research. The data used by this research is primary data and secondary data. Primary data obtained by researchers by conducting in-depth interviews with speakers, Focus Group Discussion (FGD), and the results of the researcher's direct observation. As for secondary data can be obtained through literature study (desk research). The research location was conducted in the Work Unit of the Ministry of State Secretariat that handled public complaints submitted to the President, namely the Assistant Deputy for Complaints, but to obtain more comprehensive data on handling public complaints carried out by the Ministry of State Secretariat. Data collection techniques are carried out by observation, interviews, and documentation. Data analysis techniques are carried out with abilities, strength, oppurtunities, cultural, agility (ASOCA) techniques (Prabowo, 2019).

Enrichment of Analysis with Asoca Techniques to Erract the formulation of the Collaborative Governance Model (Chriss Ansell & Gash, 2007). Asoca analysis adds elements of culture and agility as an important element in finding

problem solving strategies, decision making, and can be developed in following changes, times, and needs (Suradinata, 2014).

RESULTS AND DISCUSSION

Starting Condition

Important points in the initial conditions of the collaborative governance model formulated in essence show that stakeholders or actors have an imbalance, as stated by Chris Ansell & Gash (2018): "Power Rewards Between Stakeholders are a Commonly Noted Problem in Collaborative Governance". The imbalance is related to the actors' resources in the form of strength/resources and knowledge, but the actors have the common interest and vision to be achieved. The awareness and efforts of the actors to overcome limited resources can be achieved by establishing collaboration. The limitations of the resources possessed by the actors in principle can be overcome by completing each other. In the context of handling public complaints to the president managed by the Ministry of State Secretariat, the results of research and observations of researchers also showed stakeholders and actors well aware that there was an imbalance of resources (Rahmawati et al., 2021).

The resources imbalance is due to the over -expectation of handling public complaints to the President of the Republic of Indonesia. The community is of the view that all public complaints to the President will be resolved in accordance with the expectations of the complainant, this is what is called over expectation. In addition, the hope of complaints is also not always in accordance with applicable laws and regulations, so that under certain conditions the community asks the president to do things that are contrary to the legislation.

This over -expectation condition is an implication of the opening of public space and strengthening and consolidating the

democratic system in Indonesia (O'Flynn, 2007). In addition to the resource imbalance of the over-expectation conditions, internally the Assistant Deputy for Complaints of the Community also has several other limitations such as 1) limitations of human resources; 2) Limitations of information technology support. Limited human resources both in terms of quantity and quality. In terms of quantity, the number of community complaints managers to the President of the Republic of Indonesia is quite limited. Based on the 2019 E-Analysis Analysis analysis data, the number of complaints with the number of managers in the Assistant Deputy for Complaints of the Community is not comparable or exceeds the workload.

The trend of public complaints to the president since 2005 until now tends to increase. The number of public complaints to the President handled by the Ministry of State Secretariat is very much among other agencies that manage public complaints (Agustina, 2023). Paying attention to the number of complaints that the community followed by the analysis stage, the Dumas ASDEP will become more effective if supported by the support of the quantity of human resources. With the average number of incoming letters handled reaching above 10,000 each year, the number of human resources currently exists is still inadequate.

Related to the limitations of information technology, it is known that the system of handling public complaints still uses conventional methods, namely by manual databases that are updated by administrative staff. The existence of this system ideally can help work methods for handling public complaints to the President of the Republic of Indonesia, especially in documenting complaints and the results of handling. However, the function of the system still has not answered the needs of the Assistant Deputy for Complaints of the Community

in Tracking the Track Record Handling Complaints. The Deputy for Institutional and Social Relations see the magnitude of the role of technology to answer the needs in the context of institutional and community relations through the application of big data analytic. In addition, the absence of adequate management knowledge system. This system will form a work pattern so that the complaint handling process will be more efficient and effective. Complaints of the community generally have cases of cases with almost similar handling, so that with the management of the Knowledge System the manager does not need to process from the beginning, but only to see the pattern of handling of other similar cases (Syahrir et al., 2022).

The imbalance of resources in the perspective of partners or stakeholders, namely local governments, ministries, institutions for handling public complaints to the president is also no different from the Ministry of State Secretariat. The desire of the community to submit public complaints to the President and have more expectations of its settlement is considered very reasonable and cannot be prevented or limited.

According to the inspector of North Sumatra Province, the local government cannot forbid people from reporting their problems to the president or the central government (Purnama et al., 2023). It is natural for the public to think that public complaints to the President will be more effective, because the problems encountered intersect with the Regional Government.

Representatives of the East Java Provincial Inspectorate conveyed the same explanation that citizens cannot be prevented from submitting complaints to the President because this is the right of each citizen. On the other hand, the East Java Provincial Government is aware of the limited authority it has in handling public complaints to the President. In addition,

the Inspectorate's workload is quite heavy as the Government Internal Supervisory Apparatus (APIP) and central government representatives in the regions so that the response to handling public complaints has piled up. This requires a collaboration so that the authorized agency resolves the complaint in accordance with the authority it has. The intended collaboration does not mean intervening in the authority to resolve public complaints, but rather exercising the authority of the respective agencies. This is as explained by Ansell and Gash (2018) that this imbalance of authority arises because the parties do not have the authority or organizational infrastructure in the collaboration process.

In addition to these limitations on power imbalances, other limited resources experienced by agencies and local governments in handling public complaints are human resources, as experienced by the Ministry of State Secretariat.

The obstacle in handling complaints is due to limited human resources, while the workload and area of authority are very large so that they do not have sufficient time to handle public complaints. These complaints did not only come from members of the public directly to the North Sumatra Provincial Government, but also complaints submitted through central agencies such as the Ministry of State Secretariat. The results of observations by researchers in the field show that follow-up handling of the community which is forwarded to agencies and local governments still requires efforts to continue to request and remind agencies and local governments to respond to public complaints.

Collaborative Process

Based on the results of research and observations, the collaborative process of handling public complaints to the President of the Republic of Indonesia has not run optimally. The follow-up handling

of public complaints to the President of the Republic of Indonesia by technical agencies still depends on the coordination relationship established with individual employees who are Persons In Charge (PIC) in these technical agencies. The coordinating relationship that still prioritizes closeness to the PIC has resulted in the handling of dumas not being able to run in a sustainable manner because the said employee is not always the PIC of handling public complaints in that agency.

So far efforts to build relationships between stakeholders, one of which has been carried out by the Assistant Deputy for Public Complaints through organizing a consolidation forum and strengthening the focal point for handling public complaints to the President of the Republic of Indonesia. The Ministry of State Secretariat involves technical agencies & Regional Governments in handling complaints against the president through an ongoing cooperation mechanism, especially in resolving public complaints which are the authority of the agency. However, the implementation of the forum has not run optimally due to a number of factors as follows: sectoral egos that are still strong in agencies and the absence of a legal framework that binds the actors.

The obstacle to optimal collaboration is due to the resistance of agencies who think that the handling of dumas by the President of the Republic of Indonesia is a "burden" for agencies. The context of administering dumas to the President of the Republic of Indonesia is not seen as a complete and unified government system.

High sectoral egos are also found in running the wheels of the Provincial Government as representatives of the central government in the regions. The regional autonomy policy has an influence on the administration of government relations between the Regency/City and the Province which carries out dual roles, both autonomous regions and also an

extension of the Central Government to carry out the supervisory function, namely through the role of the Governor.

Based on research and observations, the face-to-face process conducted by the Ministry of State Secretariat with partners has not been well structured. Face-to-face meetings to discuss collaborative public complaints are still very incidental and only clarify complaints, but have not touched on the substance of complaints. The face-to-face meetings that have so far taken place between the Ministry of State Secretariat and partners are more oriented to practical needs such as holding joint activities and clarifying complaints, without going through an intensive dialogue process, so that face-to-face dialogue emphasizes technical negotiations.

In the activities of the focal point handling public relations, the face-to-face scheme lasted very short and the face-to-face dialogue process was only limited to the surface such as the appointment of a PIC and a willingness to provide clarification of complaints, but had not touched on how the root of the problem was to build collaboration in handling public complaints to the President of the Republic of Indonesia related to planning to on the evaluation of complaint handling.

On the other hand, the handling of public complaints requires in-depth discussion and negotiation space in an effort to resolve the problem. Therefore, face-to-face meetings have been running less than optimally because the target for handling public complaints to the President has only been limited to obtaining clarifications through the PIC, but has not gone into exploring the substance as evaluation material for policy support to the Minister of State Secretary and the President of the Republic of Indonesia.

The Assistant Deputy for Public Complaints is well aware that until now there has not been intense periodic

meetings with related technical agencies and local governments, so it is still necessary to hold regular and periodic meetings as well as intensive dialogue from planning to evaluation.

Face-to-face dialogue is a necessary, but not absolute, condition of collaboration. But it's hard to imagine effective collaboration without face-to-face dialogue. Rigid and fluid communication can be resolved by face-to-face dialogue. Face-to-face is a negotiating space or media to build a common consensus (Chris Ansell & Gash, 2018). In face-to-face dialogue there will often be different perspectives between stakeholders, each of which will strengthen their stereotypes and egos, but such dialogue is indeed needed to build effective collaboration to reach a common consensus. In this phase, technical agencies that have the authority to resolve public complaints participate in making decisions and determining further actions.

With regard to trust building, the collaborative process of handling public complaints to the President has not been fully developed because there are still sectoral egos in technical agencies in terms of reporting the results of handling public complaints to the President of the Republic of Indonesia. In practice, the Regional Government and technical agencies may show an attitude of not being open in submitting follow-up results because they try to cover up unprofessionalism. Other sectoral egos are also related to the views of technical agencies who feel burdened to follow up on public complaints and submit their reports to the Ministry of State Secretariat, in other words feel objections "why you came here?", moreover the Ministry of State Secretariat does not have the authority to resolve the complaint problem.

Regarding the objections of the local government or technical agencies in handling public complaints to the president, Eko Prasajo believes that this is

understandable because the regional government or technical agencies were not involved from the start regarding collaboration in handling public complaints to the president so that it is very possible to encounter resistance from technical agencies when suddenly the Ministry of State Secretariat asks for the completion of follow-up complaints handling (Holidin et al., 2017).

The results of the researchers' observations show that the dialogue and face-to-face processes that have been carried out so far by the Ministry of State Secretariat tend to lead to building negotiations with stakeholders rather than trust building. Whereas in the collaboration process according to Ansell and Gash, the collaborative process is not only about negotiations, but also about building trust between stakeholders.

In line with this, the Assistant Deputy for Public Complaints realizes that trust building still requires time and an ongoing process. The Assistant Deputy for Community Complaints also said that good collaboration is shown by good communication and stakeholder trust so that everything goes without the need for punishment factors. So far the Ministry of State Secretariat has not been able to build trust building, so that the participation of technical agencies to the Ministry of State Secretariat is still passive in following up on complaints. In general, technical agencies only follow up when the Ministry of State Secretariat inquires about the results of handling the complaint.

Efforts to improve communication with technical agencies have so far been carried out through a focal point mechanism for handling public complaints to the president, however, building trust and synergy in creating collaboration requires time and further approaches.

The Deputy for Institutional and Community Relations sees that the role of the Ministry of State Secretariat in collaboration in handling public

complaints to the president is very large in facilitating and creating cohesiveness between agencies. When stakeholders trust each other, there will be a spirit of collaboration and they feel the importance of complementing one another.

Regarding the commitment to process, the results of research and observations in the field, the commitment to process in handling public complaints to the President of the Republic of Indonesia is still limited to "commitment on paper" which is set forth in the signing of the minutes of activities of the complaint handling focal point. The "commitment on paper" has not been followed up in more concrete actions such as active participation from stakeholders in conveying the results of handling public complaints.

The limited face-to-face dialogue and the lack of trust building between the Ministry of State Secretariat and stakeholders greatly affect the commitment of stakeholders in carrying out collaboration in handling public complaints. The agreement that was built in the focal point for handling public complaints also did not discuss standard norms in resolving public complaints, so there was no guideline for collaborative work between stakeholders in terms of resolving complaints, especially the current trend of public complaints submitting complaints from more than one agency.

Stakeholder commitment to the process is less than optimal from the stakeholder side (Cennamo et al., 2009). The Ministry of State Secretariat views that the Ministry of State Secretariat has also not been able to build awareness or partner awareness to follow up on public complaints. This awareness can be built through a control mechanism so that the Ministry of State Secretariat knows the follow-up actions for handling public complaints.

The efforts of the Ministry of State Secretariat to build real commitments still require intensive communication so that these commitments are not just "on paper" formalities. So far, efforts to establish intense communication and build awareness have been carried out by the Ministry of State Secretariat by continuously reminding the importance of public complaints being handled by the Regional Government or technical agencies.

Facilitative Leadership

With regard to facilitative leadership, it is known that the Ministry of State Secretariat is still more oriented towards the level of building networks, has not fully provided equal opportunities and provided space for creativity to stakeholders.

In practice, facilitative leadership carried out by the Ministry of State Secretariat has succeeded in encouraging good coordination and communication with stakeholders, especially at the level of mid-level officials to staff. Communication between these officials and employees is relatively fluid and can be done at any time without any hindrances, so that the delivery of follow-up handling of public complaints runs smoothly, especially through a predetermined PIC.

As for communication at the level of high leadership positions (Echelon II and above) it is still very limited, although when it is needed communication between leaders can be done directly because the leaders already have access to direct communication. The results of the researchers' observations, this limited communication is due to the collaboration process carried out such as face-to-face meetings which are not intensively carried out by the leaders, so that communication is carried out only on conditions that are considered important.

Regarding the importance of communication at the leadership level,

Agung Subali, the Inspectorate of East Java, said that so far communication at the level of middle officials to staff had been going very well, in the sense that at any time related to public complaints to the president, they could be conveyed directly to the PIC, but the communication from the leadership at a high level needs to be further improved to encourage the resolution of handling public complaints.

Apart from being successful in building networks, facilitative leadership that opens up equal opportunities and space for stakeholders' creativity is also very much needed, bearing in mind that the collaboration that is built must be mutual. So far, the facilitative leadership shown by the Ministry of State Secretariat has not succeeded in encouraging more active participation of stakeholders in contributing ideas and creativity related to handling public complaints. More initiatives and ideas on how collaboration is carried out come from the Ministry of State Secretariat rather than stakeholders so that the relationship between the Ministry of State Secretariat and technical agencies seems one way and does not yet show a collaboration trait.

Institutional Design

The institutional design dimension in this research emphasizes procedural legitimacy or a clear legal framework and access or networks of parties involved in collaboration (Bryson et al., 2015). Institutional design is used to provide access to stakeholders in order to know the procedures for collaboration. The results of the interviews show that the institutional design or cooperation design is very important to start building collaboration in handling public complaints to the President.

In the characteristics of the bureaucracy in Indonesia which is still based on rules to be able to carry out tasks and functions (Sahide & Giessen, 2015), so that collaboration can only take place if the

relationship between stakeholders already has a clear institutional design. If the institutional design is not yet available, it is very unlikely that stakeholders will be able to carry out their joint commitments in collaborative handling of public complaints to the president.

Collaborative Governance Model in Handling Public Complaints to the President of the Republic of Indonesia

<p>INTERNAL FACTORS</p>	<p>ABILITY (Ab)</p> <ul style="list-style-type: none"> Analytical capability of the Ministry of State Secretariat in resolving public complaints to the President based on data and information technology Ability to communicate, coordinate and build a network in handling public complaints to the President 	<p>STRENGTH (S)</p> <ul style="list-style-type: none"> The authority of the Ministry of State Secretariat in providing technical and administrative support as well as analysis to the President and Vice President in administering state administration Strategic role of the Ministry of State Secretariat in handling public complaints submitted to the president 	<p>AGILITY (Ag)</p> <ul style="list-style-type: none"> Work experience as a government bureaucratic apparatus and mover Knowledge capacity to study and formulate solutions to community issues/problems submitted to the President. <p>Intelligence in performance productivity and evaluation to control tasks and functions and strategic environment.</p>
<p>EXTERNAL FACTORS</p>			
<p>OPPORTUNITIES (O)</p> <p>The existence of a PIC network for handling public complaints towards systematic synergy and collaboration. There is a common need and goal to handle and resolve public complaints submitted to the President. There is support for complementary resources in resolving public complaints to the President</p>	<p>(AbO) USING ABILITY TO USE OPPORTUNITIES</p> <ul style="list-style-type: none"> Utilizing the distribution of governmental tasks between the central and regional governments for mutual synergy in handling public complaints to the President 	<p>(SO) USE STRENGTHS TO USE OPPORTUNITIES</p> <ul style="list-style-type: none"> Utilizing the strategic role of the Ministry of State Secretariat in building collaboration with technical agencies and regional governments in resolving public complaint handling to the President 	<p>(AgO) USING INTELLIGENCE TO TAKE ADVANTAGE OF OPPORTUNITIES</p> <ul style="list-style-type: none"> Building the institutional capacity of the central and regional governments in resolving public complaints to the President Develop a legal framework that regulates guidelines for handling public complaints to the President
<p>CULTURE (C)</p> <ul style="list-style-type: none"> Changes that occur in regional, national and global social life arrangements that must be taken into account in the implementation of government functions through Indonesian-style leadership. The culture of gotong royong as one of the local wisdoms of the Indonesian nation is another form of collaboration Organizational culture that prioritizes cross-sectoral ego in central and regional government 	<p>(AbC) SEEING THE ABILITY TO DEAL WITH THE DEMANDS OF A CULTURED ENVIRONMENT</p> <ul style="list-style-type: none"> Maximizing and encouraging the maintenance of typical Indonesian leadership and a culture of mutual cooperation as wisdom in running government management, including in resolving public complaints against the President. 	<p>(SC) USING THE POWER TO RESPOND TO THE EFFECTS OF CHANGING CULTURE</p> <p>Improving the coordination function which includes monitoring and evaluating the handling of public complaints to the President Encouraging active participation of stakeholders to resolve public complaints to the President in accordance with their authority.</p>	<p>(AgC) USING INTELLIGENCE TO TREAT THE INFLUENCE OF CULTURAL CHANGES</p> <p>Using intellectual intelligence and work experience in responding to public complaints submitted to the President. Conduct training and socialization regarding the management of handling public complaints as part of efforts to increase community participation in government oversight Formulate a collaborative legal framework for handling public complaints as a legal umbrella for mutual cooperation in handling public complaints.</p>

Table 1. ASOCA Analysis Matrix of Research Findings

Based on the ASOCA matrix, the combination of AgC associated with the research results produces recommendations, including:

1. Use intellectual intelligence and work experience in responding to public complaints submitted to the President
2. Conduct training and socialization regarding the management of handling public complaints as part of efforts to increase community participation in government oversight,
3. Formulate a collaborative legal framework for handling public complaints as a legal umbrella for mutual cooperation in handling public complaints.

The three AgC recommendations are very relevant in the research findings, namely that institutional design in the form of a legal framework for handling public complaints is the most significant and crucial thing in the stages of building collaboration for handling public complaints to the President.

The AgC recommendation is also relevant to the facilitative leadership dimension that (C. Ansell & Gash, 2007) found relevant, namely the need to provide guidance and outreach regarding the management of public complaint handling as part of an effort to increase community participation in government oversight. Facilitative leadership greatly determines the success of collaboration that involves stakeholders in a unit (Jiang & Ritchie, 2017), brings them closer to one another, and unites them in a spirit of togetherness. Facilitative leadership must also be able to foster and encourage stakeholders to play an active role in collaborating. Coaching does not mean taking the role of stakeholders but rather empowering stakeholders. From the point of view of the areas of coaching authority, namely: the areas of coaching authority include efforts to empower government, non-government and community institutions so that they

become more independent (Wasitiono, 2003). In the context of handling public complaints to the President, the Ministry of State Secretariat needs to provide guidance on handling public complaints to the President.

The cultural element in ASOCA's analysis which is associated with facilitative leadership is also relevant to leadership based on Pancasila ideology (Hasudungan & Abidin, 2020). Ansell and Gash's facilitative leadership dimension can adopt the main principles of Pancasila leadership, namely first, *Ing Ngarso Sung Tulodo*, which means that the overall attitude, behavior and actions of a leader must comply with applicable norms so that they can serve as role models and role models for their followers.

This ability will only be formed in a natural and real way if it is capitalized by personal integrity (Ducar & Schocket, 2018), disciplined in attitude, way of thinking and acting, and exemplary that does not easily rely on power, but is rational and democratic. Second, *Ing Madyo Mangun Karso*, which means a leader must be able to motivate and arouse the determination and enthusiasm of the people he leads to be independent, work hard and have a strong intention to act. This ability is thus the seeds contained in society to be able to grow independently and be ethically responsible. Third, *Tut Wuri Handayani*, which means a leader must be able to encourage the people he leads while providing them with self-confidence. This attitude encourages the emergence of national personality, an independent mentality, and a participatory attitude in joint efforts and being able to take responsibility.

Based on the elaboration of research findings using the theory and model of Collaborative Governance put forward by Ansell and Gash and then enriched by ASOCA analysis, the researchers formulated that the proposed collaborative governance model was named "Regulated

Collaborative Governance" (Regulation-based Collaborative Model) in handling public complaints to President. Basically this model is an adaptation and modification of the Collaborative Governance model put forward by Ansell and Gash. In general, the modeling stages developed by researchers based on the elaboration of findings and review of the Collaborative Governance model and enriched with ASOCA are formulated in the Regulated Collaborative Governance model in handling public complaints to the president (Joarder et al., 2019). The modification of the Ansell and Gash model lies in the collaboration stage.

The collaborative stages of the Ansell and Gash model depart from the Initial Conditions stage which emphasizes the existence of an imbalance of resources, then proceed to the Collaborative Process stage where the process runs simultaneously and is influenced by the Institutional Design and Facilitative Leadership stages. (Facilitative Leadership), then produce the outcome. Based on the findings in the field, the Ansell and Gash collaboration model is less relevant in the collaborative context of handling public complaints to the President of the Republic of Indonesia.

Collaboration in handling public complaints to the President was started from the starting condition stage. However, in practice, the stages of the collaboration process, as suggested by Ansell and Gash, cannot run optimally. The collaborative process carried out by stakeholders is passive and sporadic because there is no legal framework. Stakeholders find it difficult to collaborate optimally because they are constrained by institutional designs that do not yet exist to regulate collaborative handling of public complaints to the president (Lin & Simmons, 2017).

This is understandable because the entire subject of collaboration is bureaucracy which requires a basis for

carrying out tasks and functions. Therefore, without an initial institutional design, the collaboration stage will not be able to run optimally. The institutional design in question is the legal framework which includes Norms, Standards, Procedures and Criteria (NSPK) for handling public complaints to the President as outlined in the form of a Presidential Regulation.

Another modification is on the dimension of facilitative leadership. In the collaborative context of handling public complaints to the President, the dimension of facilitative leadership is an aspect that cannot be separated from the dimension of the collaboration process. In practice, each stage of the collaboration dimension requires a leadership dimension, for example when carrying out a face-to-face dialogue process, commitment to the process, building trust, all require facilitative leadership (Bussu & Bartels, 2014).

On the other hand, Ansell and Gash argue "Leadership is widely seen as a critical ingredient in bringing parties to the table and for steering them through the rough patches of the collaborative process" (Chriss Ansell & Gash, 2007), the important role of facilitative leadership in collaboration only to bring stakeholders together in the collaborative process so that Ansell and Gash's thinking of making facilitative leadership a separate dimension of the collaborative process is understandable. However, in the collaborative practice of handling public complaints against the President of the Republic of Indonesia, the role of the facilitative leader cannot be separated in one independent dimension, but rather becomes part of the collaborative process dimension. This facilitative leadership dimension also puts forward leadership that departs from Indonesian culture, namely Ing Ngarso Sung Tulodo, Ing Madyo Mangun Karso, and Tut Wuri Handayani. The following is the formulation

of the proposed model of regulated collaborative governance in handling public complaints to the president.

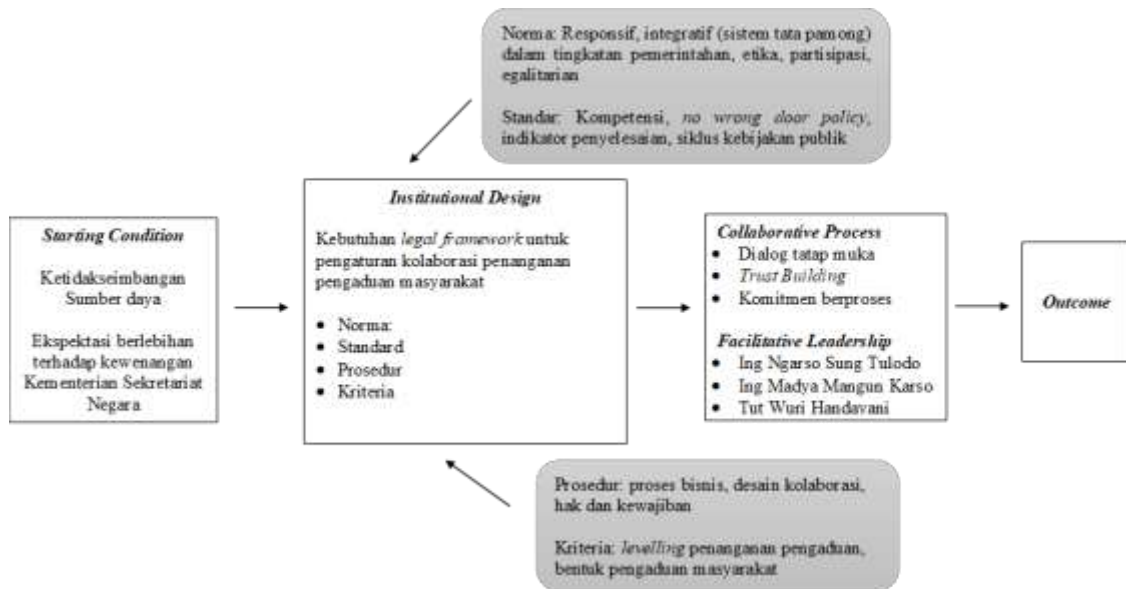


Figure 1. Model of Regulated Collaborative Governance in Handling Public Complaints to the President
Source: Data Processed by Researchers (2023)

CONCLUSION

Collaborative Governance in handling public complaints to the President at the Ministry of State Secretariat is not optimal as can be seen from the following dimensions:

- a. In the Starting Condition dimension, all stake holders show an imbalance of resources in handling public complaints to the President, thus requiring collaboration between stake holders in realizing optimal public complaint handling.
- b. In the Collaborative Process dimension, the collaborative process built by the Ministry of State Secretariat, among others, by organizing consolidation forums and strengthening focal points for handling public complaints to the President of the Republic of Indonesia has not been fully sustainable and follows the cycle of collaboration proposed by Ansell and Gash, including face-to-face dialogue, trust building, and commitment to process, so that the

sectoral ego of stakeholders is still quite strong.

- c. In the Facilitative Leadership dimension, the Ministry of State Secretariat has succeeded in encouraging good coordination and communication with stakeholders, especially at the level of mid-level officials to staff. However, communication at the level of high leadership positions (Echelon II and above) is still very limited so that communication carried out in collaboration is more of a technical and practical nature, not yet at the strategic level of building collaboration in handling public complaints to the President.
- d. In the Institutional Design dimension, the legal framework for handling public complaints is the most significant and crucial thing to build collaboration in handling public complaints to the President. Collaboration in handling public complaints to the President does not yet have a legal framework so that

collaboration in handling public complaints is not optimal. The legal framework serves as a guide for stakeholders to carry out systematic collaboration, not just for sporadic practical needs.

The model of Collaborative Governance in handling public complaints against the President at the Ministry of State Secretariat formulated by researchers is Regulated Collaborative Governance, which emphasizes the importance of the Institutional Design dimension in the form of a legal framework in building collaboration in handling public complaints to the President. This model is a modification of the Collaborative Governance model put forward by Ansell and Gash. The novelty model Regulated Collaborative Governance is the stage of the collaborative process that can run optimally if it is supported by a legal framework in the form of regulations that serve as guidelines for collaborating in handling public complaints to the President. The dimensions of the collaboration process cannot be separated from the dimensions of facilitative leadership, so that facilitative leadership runs simultaneously with the collaboration process.

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