

ANALYSIS OF THE IMPLEMENTATION OF HANDLING PUBLIC COMPLAINTS TO THE PRESIDENT OF THE REPUBLIC OF INDONESIA AT THE MINISTRY OF STATE SECRETARIAT

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ABSTRACT

Public complaints represent a form of public participation in overseeing government administration, and they are mandated to be addressed by government institutions. The Ministry of State Secretariat is one such institution that handles public complaints directed to the President, who is the highest authority in government administration in Indonesia. The implementation of the policy for handling public complaints to the President within the Ministry of State Secretariat presents an interesting locus for research, as it has distinct characteristics compared to other government institutions in managing public complaints. This study uses Grindle's (2017) policy implementation model as the analytical framework, with a post-positivist research approach. The findings indicate that the implementation of public complaint handling to the President by the Ministry of State Secretariat has not been optimal. Although target achievements have been met, they remain inconsistent, and budget allocations are insufficient to support program implementation. In terms of Content of Policy, three aspects are suboptimal: the interests affected, extent of change envision, and the resources used. Regarding Context of Policy, two underperforming aspects are the power, interests, and strategies of the involved actors, as well as implementer compliance. These shortcomings have resulted in a low rate of follow-up responses from relevant institutions to public complaints forwarded by the Ministry of State Secretariat to the President. Additionally, there are still public complaints addressed to the President that are being handled beyond the stipulated time frame.

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INTRODUCTION

In the reform era, the Indonesian government faces the challenge in realizing good governance by overcoming the crisis of public trust in public services. For this reason, community participation is needed with social control mechanisms, one of which is through the submission of community complaints. Brewer (2007) stated that complaints are caused by a number of things, namely " (Haning, 2019) (Harahap et al., 2023) *citizens experience inappropriate or discourteous treatment, omissions, mistakes, faults, inconsistencies, misleading guidance, unclear procedures, or displayed bias or injustices in their dealings with public officials.*" The same thing was conveyed by Mursalin (2018), complaints or complaints from the community are a form of application

of community supervision or response to community dissatisfaction conveyed by the community for the services provided by service providers so that complaints or complaints are very important to be managed. (Brewer, 2007; Mursalin, 2018)

Law Number 25 of 2009 concerning Public Services states that government agencies at the central and regional levels are obliged to provide complaint channels. The complaint channel functions to accommodate and handle complaints, opinions, and criticisms of the administration of government. The Ministry of State Secretariat is one of the government organizers that opens public complaints. As mandated in the Regulation of the Minister of State Secretary (Permensesneg) Number 11 of 2024 concerning the Organization and Work Procedures of the State Secretariat, one of the duties and functions that must be carried out by the Ministry of State Secretariat is to handle public complaints. The implementation of these tasks and functions is carried out by a work unit at the echelon II level, namely the Assistant Deputy for Community Complaints. However, unlike other government agencies, the Ministry of State Secretariat not only handles public complaints addressed to the Minister of State Secretariat, but also to the President of the Republic of Indonesia. (Government of the Republic of Indonesia, 2009)

The handling of public complaints is guided by the Regulation of the Minister of State Apparatus Empowerment (Permenpan) Number 5 of 2009 concerning General Guidelines for the Handling of Public Complaints for Government Agencies, Permensesneg Number 23 of 2011 concerning Service Standards for Work Units within the Ministry of State Secretariat, which has been amended to Permensesneg Number 17 of 2016 concerning Service Standards for Work Units within the Ministry of State Secretariat, and Permensesneg Number 15 of 2012 concerning Standard Operating Procedures (SOP) for Work Units within the Ministry of State Secretariat. (Minister of State Apparatus Empowerment, 2009; Government of the Republic of Indonesia, n.d., 2012, 2016)

Based on the Community Complaint Guide on the www.setneg.go.id page, it is explained that the complaints received by the Assistant Deputy for Community Complaints work unit come from the community individually or in groups addressed to the President of the Republic of Indonesia. Complaints are sent in writing in the form of conventional or electronic letters through several complaint channels, namely via mail/dropbox letters, emails, and the People's Online Aspiration and Complaint Service (LAPOR!). The complaints received will then be recorded, reviewed/analyzed on the data and substance of the complaint problem, as well as the channeling/follow-up of the complaint problem through the forwarding of the complaint to the agency that has the authority to follow up, take corrective action and handle other laws in accordance with the position/location of the complaint from which it originated, its duties, functions and authorities based on the provisions of the applicable regulations. The following procedures are applied in handling public complaints to the President of the Republic of Indonesia by the work unit of the Assistant Deputy for Public Complaints:

Figure 1.1 Procedure for Handling Public Complaints to the President of the Republic of Indonesia



Source: Service Standards for Assistant Deputy Public Complaints, 2022.

Furthermore, for public complaints that are followed up by the Assistant Deputy for Community

Complaints to related agencies, follow-up monitoring and coordination of complaint handling are carried out directly or indirectly. Broadly speaking, the flow of handling public complaints at the Assistant Deputy for Public Complaints can be seen as follows:

Figure 1.2.



Figure 1.2 Flow of Handling Public Complaints to the President of the Republic of Indonesia

Source: Reworked, 2024.

In its development, the handling of public complaints is very dynamic and can be said to be fluctuating, especially during the Covid-19 Pandemic in 2020, there was a decrease in the number of public complaints. Based on the type of problem, the following is data on the number of public complaints to the President in 2018-2023.

Table 1.1 Number of Public Complaints to the President of the Republic of Indonesia

No.	Types of Problems	2018	2019	2020	2021	2022	2023
1	Law/Judiciary/Human Rights	2.520	1.975	2.461	1.214	955	1.797
2	Land/ Housing	3.024	2.397	1.550	1.242	903	1.137
3	Personnel	1.512	1.161	1.187	450.	391	509
4	Community Services	1.638	1.169	289	333	519	400
5	Environment	252	302	72	142	133	109
6	Governance/ Bureaucracy	252	220	279	149	253	269
7	Corruption/Pungli	504	400	121	181	128	149
8	Abuse of Authority	243	180	58	166	119	110
9	National Vigilance	126	10	21	37	21	14
10	General/ Others	2.772	3.248	1.766	1.199	1.175	901
	Sum	12.600	11.062	7.804	5.113	4.597	5.395

Source: Reworked, 2024

Public complaints submitted to the President through the Ministry of State Secretariat come from all provinces in Indonesia. Based on data on public complaints to the President, there are five provinces that originated the most complaints during the period 2018 to 2023 as shown in Table 1.2 below.

Table 1.2 Percentage of Public Complaints to the President by Province

Province	2018	2019	2020	2021	2022	2023
Jakarta	22,79%	27,33%	31,16%	19,72%	18,03%	19,98%
West Java	10,62%	10,84%	11,02%	12,54%	12,49%	12,38%
Central Java	8,12%	6,48%	7,16%	7,20%	7,27%	7,90%
East Java	11,01%	10,50%	12,83%	11,60%	12,68%	13,22%
North Sumatra	10,04%	9,57%	7,92%	7,94%	8,11%	8,88%

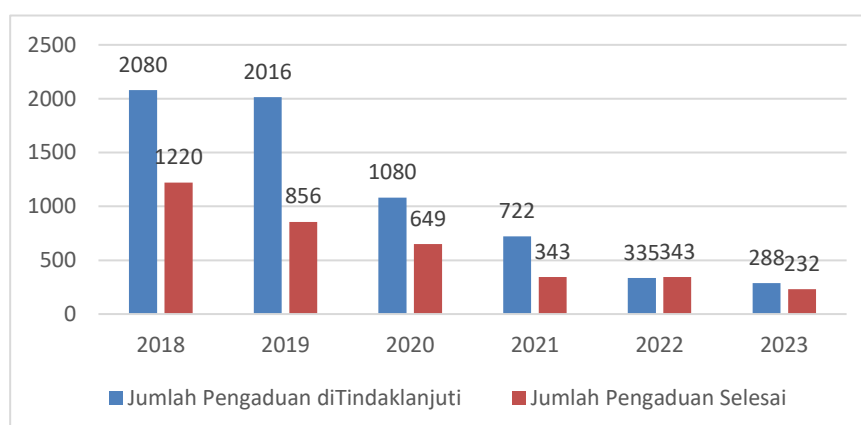
Source: Reworked, 2024

The implementation of the function of the Ministry of State Secretariat in handling public complaints through the Assistant Deputy for Public Complaints is a manifestation of the state's presence in the community.

This causes public complaints to the President of the Republic of Indonesia to have high expectations to be resolved, considering that the President of the Republic of Indonesia is the highest level in the government. However, the handling of complaints is not free from problems in its implementation, including in the handling of public complaints to the President of the Republic of Indonesia which is organized by the work unit of the Assistant Deputy for Public Complaints.

First, the gap in the number of public complaints that are followed up by the Ministry of State Secretariat and sent to related agencies is related to the number of complaints that receive a response to handling and settlement from the relevant agencies. The response to the handling of complaints by relevant agencies is an explanation of the handling that has been carried out by the relevant agencies in writing in the form of a conventional letter or electronic mail on problems forwarded by the Ministry of State Secretariat. The category of completed complaints is complaints that have been resolved based on the handling that has been carried out by the agency referring to the applicable rules. This can be seen from the number of responses to complaint handling by technical agencies reported to the Ministry of State Secretariat as shown in figure 1.3.

Figure 1.3 Data on the Number of Complaints Followed Up by the Ministry of State Secretariat and Complaints Completed in 2018 to 2023



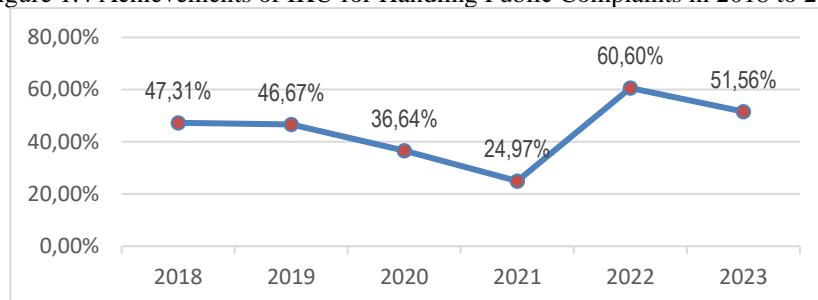
Source: Reworked, 2024.

From the data above, the highest gap occurred in 2019 and 2021, where the number of responses received from related agencies was still below 50% of public complaint letters followed up by the Ministry of State Secretariat. Meanwhile, the number of responses received in 2022 was greater than the letters that were followed up. This is because the responses received were mostly responses from the follow-up letter of the Ministry of State Secretariat in the previous year. (*Report Accountability Performance Assistant Deputy Pengaduan Masyarakat*, 2022)

The high number of complaints that have not been resolved is a problem that must be fixed. If not, then this will give rise to public demands, both individuals and protests due to their disappointment over unresolved complaints. Although the relevant agencies are direct partners of the Ministry of State Secretariat in carrying out the function of handling complaints, providing services to the community is a form of implication of the function that cannot be avoided. (Pratiwi & Solomon, 2020)

Second, the dynamics of the achievement of Key Performance Indicators (KPIs) for handling public complaints at the Ministry of State Secretariat. The implementation of complaint handling by the Ministry of State Secretariat has reached the stage of encouraging settlement as a consequence of updating the KPI as stipulated in Permensesneg Number 13 of 2016 concerning Main Performance Indicators within the Ministry of State Secretariat. If the previous IKU only measured the number of *mail outputs* that were followed up/forwarded to agencies, now it is an agency that helps to encourage the handling of complaints to the settlement stage at the relevant agencies. The occurrence of the Covid-19 pandemic is a challenge in itself due to the limitations of activities in coordinating with relevant agencies in the implementation of handling public complaints so that there are adjustments in the achievement of KPIs as shown in figure 1.4.

Figure 1.4 Achievements of IKU for Handling Public Complaints in 2018 to 2023



Source: Reworked, 2024.

From the data above, it can be seen that the achievement of the KPI in handling public complaints at the Ministry of State Secretariat experienced a downward trend from 2019 to 2021, with a low point of 24.97%. However, in the following year, the KPI experienced a significant increase of 60.60%, and decreased again in the following year. This shows that the achievements of the IKU in handling public complaints to the President are very dynamic.

Third, the results of the Community Satisfaction Survey (SKM) show that the speed of time and ease of procedures are the elements of service that receive the lowest score. Since 2021, the Assistant Deputy for Public Complaints as a work unit of public service providers has carried out SKM which aims to measure the level of community satisfaction as service users that are carried out periodically. The results of the SKM can be seen in Table 1.3.

Table 1.3 SKM Handling of Community Complaints by the Assistant Deputy for Public Complaints for the 2021-2023 period

No.	Types of Problems	2021	2022	2023 (I)	2023 (II)
1.	Requirements Conformity	3,5	3,3	3,5	3,2
2.	Ease of Procedure	3,4	3,1	3,4	2,9
3.	Officer Behavior	3,4	3,2	3,4	3,4
4.	Non-Charge/Free Service	3,7	3,6	3,5	3,5
5.	Speed of Time	3,3	2,5	3,4	2,9
6.	Competencies/Abilities of Officers	3,4	3,0	3,4	3,1
7.	Quality of Infrastructure	3,3	3,1	3,2	3,1
8.	Product Providing Services	3,2	3,1	3,4	3,2
9.	Response to Complaints	3,3	3,0	3,4	3,2

Source: Reworked, 2024.

Based on the data above, the element of service that has the lowest value in 2022 is the speed of time. Meanwhile, in the 2nd semester of 2023, the ease of procedures and the speed of time are the elements of service with the lowest value. This indicates that the ease of procedure and speed of time are elements that are felt to be lacking by the community in receiving public complaint services.

The high number of public complaints addressed to the President certainly requires adequate handling. However, there are still a number of factual problems that are still found, such as the high number of complaints that have not been responded to by the relevant agencies, the achievement of KPIs and the speed of service time. Therefore, this study discusses the implementation of the policy of handling public complaints to the President of the Republic of Indonesia at the Ministry of State Secretariat and the factors that affect it using the policy implementation theory of Grindle (2017).

METHOD

This type of research is included in descriptive research with a post-positivism approach. Creswell (2014) explained, the post-positivism approach can be used to identify and assess the causes that affect the results in a study. Research is conducted to obtain data and/or information aimed at providing an explanation of a process and social interaction that exists in the object being studied. In this study, the policy implementation model proposed by Grindle (2017) was used. (Creswell, 2014) (Scott, 2018)

This study uses data collection techniques through semi-structured interviews and literature/document studies. Sugiyono (2020) stated that semi-structured interviews are to dig deeper information from informants by referring to open-ended research questions. This aims to explore more comprehensive information through the delivery of opinions, understanding, information and data from informants. The selected informants include officials/employees within the Assistant Deputy for Public Complaints, especially regarding the implementation of handling public complaints to the President of the Republic of Indonesia. In addition, the researcher also conducted research on other related stakeholders, including the Ministry of State Apparatus Empowerment and Bureaucratic Reform, representatives of the West Java and East Java Provincial Inspectorates, and community representatives.

Furthermore, literature/document studies are carried out through the collection of data and information that is related to the research problem. The source of data and information can be in the form of official documents by the government in the form of regulations, reports, and other documents related to the implementation of handling public complaints to the President of the Republic of Indonesia at the Ministry of State Secretariat.

In this study, qualitative analysis techniques are used as data analysis techniques. Miles and Huberman (1984) in Sugiyono (2020) explain that activities in qualitative analysis are carried out interactively and take place continuously until complete, so that the data is saturated. The implementation of data analysis according to Miles, Huberman, & Saldana (2014) consists of: (1) data condensation is the stage of selecting, focusing, simplifying, and abstracting action data from field notes, interviews, transcripts, various documents and other empirical data relevant to the research problem; (2) data presentation is the stage after the data has been condensed which is presented in various forms, such as brief descriptions, charts, relationships between categories, flowcharts, and others; (3) Conclusions are drawn after getting an overview of the results of the research analysis. Conclusions can be used as a reference in giving advice. (Miles et al., 2014)

RESULTS AND DISCUSSION

Result

Discussion of the results of research on the implementation of handling public complaints to the President of the Republic of Indonesia at the Ministry of State Secretariat with reference to Grindle's (2017) policy implementation model.

Conformity of Program Action Plans and Budgets with Their Realization

Grindle (2017) explained that the implementation of policies is said to be successful or fails can be assessed based on the implementation of programs that have been designed in the form of an action plan in accordance with the policy objectives, as well as the allocation of funds that have been carried out to achieve these goals. The following is a table of KPI targets and their achievements, the programs implemented, the number of public complaints that were followed up and declared complete, as well as the budget allocation and its realization in handling public complaints to the President of the Republic of Indonesia for the 2018-2023 period.

Table 3. Achievement of Targets, Number of Complaints, and Budget Allocation for Handling Public Complaints for the 2018-2023 Period

Year	THE U		Activitie s	Total Complaints		Allocation (Rp)	Budget Realization (Rp)	%
	Targ et	Achieve ments		Actionable	Finish			
2018	45%	47,31%	72	2.080	1.220	905.109.000	899.082.523	99,33%
2019	45%	46,67%	50	2.016	856	1,016,008,000	1.013.626.739	99,76%
2020	35%	36,64%	26	1.080	649	406,628,000	390.651.104	96,07%
2021	20%	24,97%	15	722	343	98,925,000	97.561.827	98,62%
2022	37%	60,6%	31	335	343	648,889,000	646.119.060	99,57%
2023	48%	51,56%	34	288	232	679,675,000	677.085.355	99,62%

Source: Reworked (2025)

From the table above, it can be said that the handling of public complaints to the President of the Republic of Indonesia at the Ministry of State Secretariat can achieve the target that has been set. However, from the number

of complaints that have been completed, there is still an inequality with the letter that is followed up with the relevant agencies. Based on documentation studies such as the Performance Report of the Assistant Deputy for Community Complaints and the Monitoring Report on the follow-up of handling public complaints, and interviews with resource persons, it can be found that community complaints that have not been completed in the relevant agencies are due to several things. *First*, the complexity of the problem of public complaints. This is related to the substance of the problem complained about such as land and law, so it takes a long time to handle it for more than one year. In addition, when more than one related agency is involved, sometimes there is a sectoral ego that slows down the settlement process.

Second, the agency has not received a follow-up letter. The sending of follow-up letters of public complaints to relevant agencies still uses conventional methods, namely physical delivery by post so that it cannot be monitored whether or not the follow-up letter has been received. In addition to this method, electronic mail delivery has also been used, but it has also not been accepted by the relevant agencies. Follow-up letters that are not received by the agency are known during the implementation of monitoring the handling of public complaints either directly or indirectly. Before conducting monitoring, the assigned team will send a matrix for handling public complaints that have not received a response from the relevant agencies. From the matrix, the relevant agencies will inform that there is a follow-up letter that has not been received. Furthermore, the team will resend a follow-up letter and then it will be followed up by the relevant agencies. This is certainly an obstacle in handling public complaints, where there is no certainty whether the follow-up letter of public complaints forwarded to the relevant agencies has been received or not.

Third, the settlement of public complaints to the President which is followed up by the Ministry of Foreign Affairs is not a priority for the relevant agencies. A follow-up letter of public complaints to the President forwarded by the Ministry of Foreign Affairs to the relevant agencies is often considered only an additional task and adds to the burden for the relevant agencies. This is because the completion is not the main task and function of the agency.

Fourth, the limitations of related agencies in settlements such as budgets and human resources. In the relevant agencies, there is no special budget available to follow up on public complaints to the President which are forwarded to the relevant agencies. To get around this, the relevant agencies use the available budget by combining it with other activities. Likewise, in the relevant agencies, there are no human resources who specifically handle the follow-up of public complaints to the President, so that the completion is only an additional task for the human resources in the relevant agencies.

The realization of the budget for the 2018-2023 period is able to reach more than 95% every year. This budget allocation is used to facilitate activities that are able to encourage the achievement of the target of handling public complaints, in the form of monitoring and coordinating follow-up on handling public complaints with related agencies directly both at the central and regional levels. Based on the table, it can also be seen that the budget plays a role in achieving the target of handling public complaints. This can be seen in 2021, where the budget for handling public complaints has the least budget with the smallest target achievement in the 2018-2023 period. The limited budget causes the number of activities to be small compared to other years. The Covid-19 pandemic has caused a *budget refocusing* at the Ministry of State Secretariat so that there are restrictions on monitoring and coordination activities for the follow-up of handling public complaints directly to related agencies both at the central and regional levels.

The activities carried out follow the availability of the existing budget. This is in line with Vetten (2005), an adequate budget has an important role in the effectiveness of the implementation of a program. Therefore, limited budgets are one of the obstacles in the implementation of activities that support the handling of public complaints. In addition, the decrease in the number of complaints completed during the Covid-19 pandemic was due to the handling of public complaints forwarded by the Ministry of Foreign Affairs was not a priority, where at that time the local government focused on handling Covid-19.

The results of the study found that the implementation of handling public complaints to the President of the Republic of Indonesia has not been optimal and still needs to be improved. This can be seen from the achievement of the IKU in the percentage of handling public complaints to the President of the Republic of Indonesia which although it has met the targets that have been set every year, it is still fluctuating, where there has been no steady increase in the achievement of targets every year. In addition, the number of follow-up letters of public complaints to the President that have been forwarded to relevant agencies has not been declared complete. Monitoring and coordination activities with related agencies play an important role in the follow-up of handling

public complaints forwarded by the Ministry of State Secretariat because there is no legal framework that binds relevant agencies in following up on complaint letters forwarded by the Ministry of State Secretariat. In addition, there are still public complaints that are handled more than the set time standard, it is necessary to have tools (Harahap et al., 2023) that can monitor the handling of public complaints in the Assistant Deputy for Community Complaints unit.

Factors that affect the implementation of handling public complaints to the President of the Republic of Indonesia

1. Policy Content

a. Influential interests

The existence of a policy can have an impact on the interests of a group that is affected, either positively or negatively. This impact affects the implementation of the policy, if it has a positive impact on a group, of course it will receive support in its implementation, and vice versa. The handling of public complaints to the President by the work unit of the Assistant Deputy for Public Complaints is carried out proportionately, both for the complaining and complaining parties. In the case of complaints to the President, the complaining party is the community, both individuals and groups, while the complained party is a public service provider throughout Indonesia. As for the interests of the complaining party, of course, the complaint can be resolved according to their expectations, as well as from the complained party. However, the existence of handling public complaints to the President in the work unit of the Assistant Deputy for Public Complaints serves to facilitate the handling of received public complaints, where each complaint will be further analyzed, confirmed and verified with both parties. This is aimed at being able to provide services in a proportional, solutive, and fair manner. (Grindle, 2017)

Furthermore, in handling public complaints to the President of the Republic of Indonesia, there are also parties who have the authority to resolve public complaints, namely related agencies. The results of the study found that although there have been supporting related agencies, it is undeniable that there are still related agencies that have the same understanding in following up on public complaints to the President which are forwarded by the Ministry of Foreign Affairs. So it can be said that the implementation of the handling of public complaints to the President by the Ministry of Foreign Affairs has not fully received support from the relevant agencies. Referring to the concept of Grindle (2017), it can be said that the implementation of handling public complaints to the President still encounters challenges in obtaining support from relevant agencies. Support from relevant agencies certainly has an important role in resolving public complaints to the President which is forwarded by the Ministry of Foreign Affairs.

b. Types of Benefits

This indicator relates to the type of benefits obtained from a policy. In terms of the policy of handling public complaints to the President of the Republic of Indonesia, it has the goal of realizing quality analysis results for the President in making policies for the implementation of state government. This means that the existence of this policy has benefits for the President in carrying out his duties as head of government. Every public complaint to the President of the Republic of Indonesia will be handled both administratively and substantively, through the process of recording, analysis and reporting. In addition, the existence of a policy for handling public complaints can be a source of data for leaders, especially in anticipating complaints that have the potential to cause noise. Furthermore, another benefit in handling public complaints is building public trust. Public trust is closely related to public acceptance of products issued by the government, both in the form of policies and services. Public acceptance of government products is an indication of the high level of public trust in the government. Public complaints that are handled properly can increase public trust in government performance, as well as increase community participation. The high level of public complaints to the President received at the Assistant Deputy for Public Complaints work unit is one of the signs that the public believes that the President as the Head of Government has the power to resolve his complaints. (Andhika, 2018)

c. The degree of change to be achieved

The success of a policy can be influenced by how much of this change is achieved from the policy. The greater the change that is to be achieved, the more difficult it will be to implement, and vice versa. In the policy of handling public complaints to the President, the degree of change that is to be achieved in handling public complaints to the President can be managed. The management of public complaints according to Law Number 25

of 2009, is the process of handling complaints starting from the selection, analysis, and classification stages to the settlement of complaints. Public complaints addressed to the President are then received, selected, analyzed, and followed up to relevant agencies through the work unit of the Assistant Deputy for Public Complaints. The follow-up letter to the relevant agencies is then monitored for completion. Letter data is received until it is followed up and declared complete, which is the basis for achieving the IKU for handling public complaints. The settlement of public complaints to the President faces difficulties, including the types of problems that the public complains about to the President are very diverse, which is then classified into 10 categories of complaint problems. In addition, the actors involved in the settlement are all agencies throughout Indonesia depending on the problem and the location of the complaint. This certainly affects the settlement of public complaints to the President, where the Ministry of Foreign Affairs does not have the authority to intervene with relevant agencies to resolve the follow-up letter of public complaints that are forwarded. As stated by Eko Prasjo in the Transcript of the FGD Collaborative Governance in Handling Public Complaints to the President at the Ministry of State Secretariat in 2022, the current bureaucratic structure does not allow the central government to directly intervene in the provincial and district governments even though the decision is more in the local government and how the community's complaints are the concern of the local government. Often local governments consider community complaints to be ordinary and do not need to be responded to, so there needs to be a pressure group. This pressure group can be from the central government, in addition to mass media, university institutions. For this reason, it is necessary to maximize collaboration activities with related agencies so that public complaints can be handled properly. In line with Istanbuluoglu (2017), proper handling of complaints can provide an opportunity for companies to not only fix problems, but also turn them into a satisfying experience. (Grindle, 2017) (Ministry of State Secretariat, 2022) (Istanbuluoglu, 2017)

d. Decision-making location

The success of a policy is also determined by the location of decision-making. The location of dispersed decision-making, either geographically or organizationally, will complicate policy implementation (Grindle, 2017). In the policy of handling complaints to the President of the Republic of Indonesia, in accordance with Permensesneg Number 11 of 2024 concerning Organizational Structure and Work Procedures at the Ministry of Foreign Affairs, it is stated that the work unit in charge of handling public complaints to the President is the Assistant Deputy for Community Complaints. This shows that the handling of public complaints to the President of the Republic of Indonesia at the Ministry of Foreign Affairs is only carried out by one work unit.

The change in organizational structure at the Ministry of Foreign Affairs in 2020, from structural to functional, did not have a significant impact on the decision-making process in handling public complaints. It's just that the decision-making that was originally carried out in stages became directly from the Assistant Deputy for Public Complaints directly to the analyst. The change also did not have a significant impact on the implementation of handling public complaints to the President. This is given that decision-makers and implementers are still in the same geographical area or organization, so that implementation is delayed. (Grindle, 2017)

e. Program implementers

In the formulation of a policy, it is also determined the actors who will implement various programs, and that can affect the implementation of these programs. In relation to the policy of handling public complaints to the President of the Republic of Indonesia at the Ministry of Foreign Affairs, it has been determined that the work unit of the Assistant Deputy for Community Complaints is the implementer of the policy. The work unit of the Assistant Deputy for Public Complaints is led by the Assistant Deputy for Public Complaints assisted by the Head of the Administrative Support Subdivision, as well as functional position groups and executive positions. The Head of the Administrative Support Subdivision is a supporting subdivision that is tasked with coordinating and preparing the administrative activities of the work unit. The placement of officials and employees in the work unit of the Assistant Deputy for Public Complaints is determined by the Human Resources Bureau. Based on interviews, the placement of employees at the Ministry of Foreign Affairs is adjusted to their competencies. If there is a discrepancy in the employee's competency or educational background with his position, the employee will be included in training in accordance with his position to improve his or her competence. Grindle (2017) explained, the implementation of a policy that is derived from the program can be carried out properly if it is supported by

implementers who have the capacity with good competence and capabilities. This can be seen from the achievement of the IKU target of handling public complaints to the President every year. (Grindle, 2017)

f. Resources used

The existence of adequate resources can support the successful implementation of a policy. Resources can be budgets, human resources, technology, and other resources. In the implementation of handling public complaints to the President, budget resources greatly affect the implementation of the program. The budget for handling public complaints to the President is said to be very limited. This certainly affects the program implemented. The budget in 2021 is the smallest budget for the period 2018 to 2023, so that the program activities carried out are also the least, namely 15 activities consisting of monitoring and coordination with relevant agencies in following up on public complaints to the President. The implementation of program activities that minimally has an impact on the achievement of KPIs, where in 2021 it was the smallest KPI achievement, which was 24.97% compared to other years. This shows that an adequate budget has an important role in the effectiveness of the implementation of a program. (Vetten, 2005)

The next resource is human resources (HR). In the implementation of a policy, human resources as program implementers. Therefore, the availability of human resources affects the implementation of a policy. The number of officials and employees in the Assistant Deputy for Public Complaints work unit as of December 31, 2024 is 23 people, with details of 1 Assistant Deputy, 4 Intermediate Policy Analysts, 4 Young Policy Analysts, 1 Head of the Administrative Support Subdivision, 1 Young Expert Computer Institution, 6 First Policy Analysts, 1 First Computer Analyst, 1 Archivist, 1 Community Complaints Analyst, 2 Administration Analysts, and 1 Data Processor. This number is not in accordance with the number of formations in the Assistant Deputy for Public Complaints work unit, which is 46 employees. There are 21 position formations that are still vacant. Indraswari (2017) explained that the quantity of human resources in the work unit of the Assistant Deputy for Public Complaints is not proportional to the increasingly high workload, causing the handling of public complaints to the President of the Republic of Indonesia not to meet the SOP deadline. The lack of the number of existing human resources needs to be balanced with adequate quality. Sedarmayanti (2009) also stated that the quality of human resources according to organizational needs is needed to support the achievement of organizational goals. Therefore, to support the quality of human resources in the work unit of the Assistant Deputy for Public Complaints, it is carried out through competency development in the form of training which is routinely held by the Center for the Development of the State Civil Apparatus Competency (PPKASN) as a work unit to support the improvement of ASN competencies within the Ministry of Internal Affairs. In addition to routine competency development through PPKASN, it can also be provided through seminars, workshops or coordination meetings. Saputra and Mulia (2021) stated that the more adequate the competence of employees will be more masterful and able to carry out job tasks in accordance with the (Sedarmayanti, 2009) *job description* set. (Saputra & Mulia, 2021)

Furthermore, the resources used in supporting the implementation of handling public complaints to the President of the Republic of Indonesia are facilities and infrastructure. The existence of facilities and infrastructure such as ATK, workspace and computers/laptops is adequate for the implementation of daily official duties in the work unit of the Assistant Deputy for Community Complaints. Finally, the resources used are information technology. In the implementation of handling public complaints to the President, there are several information technologies used. First, NADIE (Electronic Service Script) is an office correspondence application used internally by the Ministry of Foreign Affairs. All complaint letters received by the Ministry of Foreign Affairs will be processed through this application, including public complaint letters. Public complaint letters received both physically and electronically will be input to NADIE, then will be processed by the work unit of the Assistant Deputy for Public Complaints, where the product can be in the form of a memorandum and/or follow-up letter to the relevant agency. The existence of this application is very helpful in analyzing the handling of public complaints, especially during the Covid-19 Pandemic where there are limitations in activities in the office. However, this application is not yet able to automatically send follow-up letters or receive response letters directly to the relevant agencies. Sending letters and receiving letters from related agencies is still conventional through post or email, which is then digitized and manually input into the NADIE application.

Second, the Community Complaint Information System or abbreviated as Singamas. This application is a *database* for handling public complaints initiated by the work unit of the Assistant Deputy for Public Complaints,

which was previously called the Community Complaint Application (Dumas Application). Every public complaint to the President is input in the data on this application so that the handling of the public complaint can be known. This database can only be accessed by the internal work unit of the Assistant Deputy for Public Complaints. In addition, this application is used to calculate the KPI of the percentage of handling public complaints to the President. However, the Singamas application has not been integrated with NADIE, so the recording must be done manually, where the data processor must download one by one the complaint letters which are then input to Singamas as a complaint database. In addition, data collection on the Singamas application depends on the supporting work unit, namely the Bureau of Information, Data and Technology. Likewise, the maintenance and development of this application also depends on the availability of the budget with the supporting work units. Actually, the work unit of the Assistant Deputy for Public Complaints has tried to integrate this application with SP4N LAPOR! since the Dumas app. However, this cannot run due to system differences in this application.

Another technology is the *Whatsapp* application. There are two *Whatsapps* used, first, *Dumas Whatsapp* is intended to provide information services on the development of handling public complaints to the President. The public can ask the extent of handling complaints submitted through Dumas' *Whatsapp* number. Second, *Agency Whatsapp* is an information medium with related agencies in sending response letters from related agencies, or follow-up letters to related agencies.

The use of *Whatsapp* has also not been maximized, where there are no special officers operating this yet. Currently, *Dumas* and *Agency Whatsapp* operators are only an additional task, so they do not focus on their services. Regarding technology, the work unit of the Assistant Deputy for Public Complaints is building *Big Data Analytic* (BDA) related to public complaints. The construction of this BDA is in collaboration with PT Telkom. The purpose of this development is to integrate the process of handling public complaints which is expected to accelerate the handling of public complaints both from the process of recording, analyzing, and sending letters to related agencies, as well as receiving response letters from related agencies. The development of this BDA is expected to receive support and commitment from the leadership, as well as stakeholders at the Ministry of Foreign Affairs. This is considering that BDA requires a budget in application maintenance. Limited human resources and budget, as well as the use of technology that is not optimal, affect the implementation of policies for handling public complaints. As Edward (1980) said, if there is a lack of resources in the implementation of the policy, the policy will not run effectively. (Edward III, 1980)

2. Policy Context

a. The powers, interests, and strategies of the actors involved

In the process of handling public complaints, the work unit of the Assistant Deputy for Public Complaints collaborates with related agencies. This is considering that the substance of the complaint submitted to the President is not the authority of the Ministry of Foreign Affairs for its resolution, so that complaints that have been further analyzed will be forwarded to the relevant agencies that have the authority to resolve them. Therefore, collaboration with related agencies is an effort made by the Assistant Deputy for Public Complaints work unit in encouraging responses from related agencies to follow-up letters of public complaints.

There are several strategies carried out by the Assistant Deputy for Public Complaints work unit to encourage the settlement of community complaints that are followed up to related agencies. First, the strategy used is to monitor the follow-up of handling public complaints to related agencies. This monitoring is a pick-up because there is no regulation that requires the relevant agencies to respond to complaints that are forwarded.

In addition to monitoring, the implementation of coordination activities for community complaint management is also a strategy used by the Assistant Deputy for Public Complaints work unit in achieving the set targets. This activity was carried out by gathering a number of public complaint managers from related agencies in one forum, mainly to confirm and clarify public complaints to the President. Through this activity, it is a form of breakthrough carried out by the Assistant Deputy for Community Complaints work unit in responding to the limitations of the monitoring budget to the regions.

In addition, the efforts made by the Assistant Deputy for Public Complaints work unit are to play an active role in the activities of the community complaint handling management forum. One of the activities that is routinely attended by the Assistant Deputy for Community Complaints work unit is the Local Government Coordination Meeting and Follow-up Monitoring Results organized by the Inspectorate of the Ministry of Home Affairs. This effort is carried out for related agencies, in this case local governments to be able to complete the

follow-up of handling public complaints to the President of the Republic of Indonesia which is forwarded by the Ministry of State Secretariat. However, the implementation of this activity is highly dependent on the available budget.

Another effort made by the Assistant Deputy for Public Complaints in increasing collaboration is by entering into cooperation agreements with related agencies in handling public complaints, including with the General Supervision Inspectorate of the Indonesian Police (Itwasum Polri). This collaboration is carried out by providing a Dumas Presisi account to the Assistant Deputy for Public Complaints.

The last is the strengthening of *Focal Points* in related agencies. This *focal point* is in the form of a joint agreement between the Assistant Deputy for Public Complaints and related agencies. This aims to facilitate coordination with the appointment of a *person in charge* (PIC) with related agencies.

The coordination strategy with related agencies carried out by the Assistant Deputy for Public Complaints work unit is mainly carried out as an approach in handling public complaints to the President. This is considering that there is no regulation that requires relevant agencies to respond to the Ministry of Internal Affairs' follow-up letter. In addition, it is also based on the fact that the Ministry of Foreign Affairs is not the sole actor in resolving the handling of public complaints to the President, but related agencies as partners who have the authority to resolve these public complaints. The response from the relevant agencies is the basis for determining the status of the settlement of the follow-up letter for handling public complaints to the President. Therefore, through coordination, it can foster awareness and concern in resolving public complaints.

From the various coordination strategies carried out, it can be said that it is still not optimal. This is because not all relevant agencies have the same understanding in handling public complaints, which can be seen that there are still public complaints that have not been responded to or declared completed by related agencies due to limited resources in related agencies. As Grindle (2017) suggests, the actors involved will make choices based on their interests and get what is determined by the strategy, resources, and position of power of the actors involved. It was further stated that the implementation implemented was one of the results of the activities of power holders who interacted in the institutional context. Meanwhile, research by Harahap et al. (2023) found that the main dimension of institutional design in the form of a legal framework that serves as a guideline in handling public complaints to the President is not yet available. This is what causes the handling of public complaints to the President which is forwarded by the Ministry of Foreign Affairs to relevant agencies. (Harahap et al., 2023)

b. Characteristics of ruling institutions and governments

The characteristics of the ruling institution and government have an influence on the implementation of a policy. In the policy of handling public complaints to the President, it can be said that the Ministry of Foreign Affairs supports the implementation of the policy. This can be seen from the organizational structure of the Ministry of Foreign Affairs which has a special work unit that handles public complaints to the President. The existence of a work unit that specifically handles public complaints to the President can facilitate the implementation of the policy. The implementation of public complaints to the President has become more centralized and orderly. (Grindle, 2017)

Furthermore, work culture is also a characteristic of an institution. Based on the Performance Report of the Assistant Deputy for Public Complaints, previously there were *core values* of Morals launched by the Ministry of PANRB, the work culture of the Assistant Deputy for Public Complaints refers to the values that apply at the Ministry of Foreign Affairs, namely Exemplary-Good. The details are (1) Exemplary contains the meaning of imitation or exemplar; (2) Integrity means trustworthy, responsible, accountable, and transparent; (3) Reliable means responsive, agile, intelligent, professional, and wholehearted; (4) Innovative contains the meaning of adaptive, creative, solution, and results-oriented; and (5) Collaborative means empathy, caring, openness, sharing, and synergy. Currently, the work culture that applies to the Ministry of Foreign Affairs refers to *the core values* of AKHLAK which began in 2022 through the Circular Letter of the Deputy for Apparatus Administration Number 5 of 2022 concerning Work Culture. The implementation of this work culture also applies to the work unit of the Assistant Deputy for Public Complaints as part of the Ministry of Foreign Affairs. This work culture is expected to be an implementing guideline in the implementation of handling public complaints to the President. Furthermore, to ensure the implementation of this work culture as stipulated, *monitoring* and evaluation are carried out at least once a year. The *monitoring* and evaluation is carried out through an assessment of the behavior of each employee listed in the Employee Performance Goals (SKP) of employees every year.

c. Compliance and response from implementers

Grindle (2017) states that compliance and response from program implementers affect the achievement of policy goals. Compliance with the implementation of the program that focuses on the goal will eliminate the contradictions of the program implementers. In addition, implementers who are responsive to the needs of program implementation will support the achievement of goals. In terms of the policy of handling public complaints to the President of the Republic of Indonesia, the implementers are officials and employees in the work unit of the Assistant Deputy for Public Complaints. To ensure compliance in the implementation of handling public complaints to the Republic of Indonesia, each official and employee has an individual target in the form of Employee Performance Goals (SKP) which is set at the beginning of each year. Furthermore, the SKP achievement of each employee will be monitored and performance evaluation will be carried out monthly, quarterly, per semester, and per year through the Employee Performance Information Portal (PIAWAI) application. This is aimed at ensuring individual and organizational targets are aligned. However, the assessment has not touched the technical level in providing community handling services. This assessment is only administrative in nature where the achievement of individual targets in handling public complaints is achieved. This can be seen from the fact that there are still complaints that are handled more than the SOP deadline. Compliance can also be seen from the suitability of the implementer in complying with the applicable rules. In this case, the implementer refers to the SOPs and SP for handling public complaints to the President of the Republic of Indonesia, where each complaint file is handled for a maximum of 14 working days from the time the complaint file is received until the sending of a follow-up letter. However, there are still complaints that are handled more than 14 working days. In Indraswari's (2017) research, it was also found that the quantity was not proportional to the existing workload, where existing employees also worked on work whose formation was empty, thus causing the handling of public complaints not to meet the time limit on the set standards.

Next, responsiveness is also needed in achieving the goals of a policy and program, without sufficient responsiveness during implementation, public officials do not obtain information to evaluate the program's achievements and support that is essential for its success. Therefore, to ensure the implementation in accordance with the work unit's targets, the Assistant Deputy for Public Complaints monitors (Grindle, 2017) and evaluates the handling of public complaints to the President of the Republic of Indonesia on a regular basis, namely per month, per quarter and per year. The monthly report is submitted in the form of a Monthly Evaluation Report on the handling of public complaints submitted to the Deputy for Institutional and Community Relations. This report contains the implementation of community complaint handling activities. In addition, the work unit of the Assistant Deputy for Public Complaints submits a report on the achievement of targets per month through *the e-monev and smart dja applications*, as well as an action plan report. This reporting will be evaluated on a quarterly basis to see the suitability of target achievement and dynamics that occur during the implementation of handling public complaints. Furthermore, the report on handling public complaints will also be reported on an annual basis through the Performance Report of the Assistant Deputy for Public Complaints, the Performance Report of the Deputy for Institutional and Community Relations, and the Performance Report of the Ministry of State Secretariat. An example of a form of monitoring and evaluation of the achievement of work unit targets can be seen in Figure 4.13.

The existence of this report is a form of effort by the Assistant Deputy for Public Complaints work unit in controlling the implementation of handling public complaints to the President in accordance with the set targets. The existence of this report is a control for the Assistant Deputy for Public Complaints in making decisions related to the necessary steps. Meanwhile, the level of compliance of implementers in handling public complaints still needs to be improved because there is still a handling of public complaints that exceed the set time limit. There is no *reward and punishment* mechanism, it needs to be a concern. The absence of *rewards and punishment* control can have an impact on policy implementation failures. (Grindle, 2017)

CONCLUSION

Based on the results of the research analysis using the implementation model of Grindle (2017), it can be concluded as follows: the implementation of handling public complaints to the President can be said to be not optimal. Although the target has been achieved, it is still fluctuating and there are still a number of public complaints that are followed up and declared unfinished. In addition, budget support is also still an obstacle in the

implementation of handling public complaints. The budget allocation is still not able to support the program of activities that encourage the resolution of public complaints to the President which are forwarded to the relevant agencies.

Judging from the factors that affect the implementation of handling public complaints to the President, there are still variables that are not optimal. In the policy content variable, there are three dimensions that are not optimal. First, the interests that are affected, where there are still agencies that have not responded or followed up on the settlement of public complaints forwarded by the Ministry of Foreign Affairs. Second, the degree of change to be achieved is not optimal because there are public complaints that have not been followed up by the relevant agencies. Third, the resources used are human resources, budget and technology. In terms of quantity, human resources as implementers of public complaints are still far from the number of existing formations. Likewise with the budget, the budget allocation is limited in supporting the implementation of handling public complaints. As well as technology, although information technology has been used in some form, it has not been integrated.

In the policy context variable, from this variable there are two dimensions that are not optimal. First, the dimensions of power, interests, and strategies of the actors involved, where there is still no obligation of the relevant agencies in responding to the follow-up letter of public complaints forwarded to the Ministry of Foreign Affairs, and there is no common understanding from the relevant agencies in handling public complaints to the President. Second, the level of compliance of the implementers still needs to be improved, where there are still public complaint letters to the President that are handled more than the maximum time limit in the SOP and SP for handling public complaints.

The problem that is of concern in the implementation of handling public complaints to the President of the Republic of Indonesia at the Ministry of Foreign Affairs is related to the coordination of the handling of follow-up public complaints to related agencies. Therefore, as an effort to support the implementation of more optimal handling of public complaints to the President, the following suggestions can be given:

1. The preparation of regulations or legal frameworks that can bind relevant agencies in responding to public complaints to the President is forwarded by the Ministry of Foreign Affairs, and facilitates the synchronization of handling public complaints between central and regional agencies. This regulation is also expected to accommodate a positive impact on related agencies in handling public complaints. Further research on institutional design in handling public complaints to the President needs to be carried out as material for the preparation of the regulation.
2. The commitment of the leadership of the Ministry of Foreign Affairs in providing resources that can support the implementation of handling public complaints, in this case related to human resources, budget, and technology. This commitment is needed to ensure the continuity of the planned activity program, both internal activities and those involving external parties, namely related agencies as partners in handling public complaints to the President.
3. The forum for handling public complaints to the President is a forum for meetings between the Ministry of Foreign Affairs and related agencies by involving relevant agencies on a regular basis. This is aimed at increasing the concern of related agencies for handling public complaints forwarded by the Ministry of Internal Affairs.

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