

## Portrait of e-Government Implementation in Public Complaints Services in Indonesia

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### Abstract

Public complaints are a form of public services provided by governments. Its function is to facilitate the public in submitting complaints related to public services. Public complaint channels: SMS, telephone number, email, form, and website. Based on website searches, various implementations of complaints were found in government websites. They are vary in term of number and implementation. For example, one website provides 2 channel, other website provides none. Two website provide 2 channel, but differs in attributes. Apart of this diversity, the portrait of implementing public complaints is unexplored. This research aims to map the implementation of public complaints in provincial governments in Indonesia. Official website is used as primary data. Documentation and website analysis is conducted to each websites. Keywords, such as complaints, complaints, public services, and public complaints, are used in website content analysis. The content analysis is classified into the Gartner stage model: presence, interaction, transaction, and transformation. The results show that of the 38 provincial governments, 6 provincial governments are at the presence stage, 23 at the interaction stage, 4 at the transaction stage, and 5 provincial governments at the transformation stage.

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## A. Introduction

Public complaints are reports or complaints from the public [1] to the government regarding indications of detrimental actions such as irregularities, corruption, collusion and nepotism carried out by government officials. In terms of public services, public complaints are complaints by the public regarding dissatisfaction and disappointment with government services used by the public [2]. Communities are individuals or groups who receive or use government services [3]. Forms of dissatisfaction and disappointment experienced by the community include, for example, unfair treatment, unfriendly employees, collection of funds outside the provisions, discrimination against religion/race/skin colour, and slow service. In terms of public facilities, for example, illegal parking, potholes in the road, dead city CCTV, short-circuited fire lights, and government websites that cannot be accessed.

Regulations regarding complaints are regulated in laws, presidential regulations and ministerial regulations, including Law of the Republic of Indonesia Number 25 of 2009 concerning Public Services, followed by implementation guidelines contained in Government Regulation of the Republic of Indonesia Number 96 of 2012; Presidential Regulation Number 76 of 2013 concerning Management of Public Service Complaints including the rights of complainants and obligations of organizers, complaint facilities, managers, complaint management mechanisms, as well as reporting, monitoring and evaluation; and Regulation of the Minister of State Apparatus Empowerment and Bureaucratic Reform of the Republic of Indonesia Number 62 of 2018 concerning Guidelines for the National Public Service Complaint Management System which discusses guidelines for using the SP4N Lapor application.

The Online Service Index (OSI) is an indicator in a survey by the United Nations (UN) that measures the government's use of information and communication technology in terms of public services at the national level. This survey assessed the technical features of national websites and the regulations and guidelines applied to service provision. Indonesia's OSI in 2022 is ranked 72nd out of 193 countries, up 21 places from 2020 [4]. However, this increase in ranking does not reflect the development of local government public services in Indonesia.

A website is a page that is available online. Websites contain images, text, graphics, and links to other pages from an institution, company, institute, or individual [5]. Currently, websites function as pages that provide information and as channels that allow users to carry out online activities. For example, purchasing goods, downloading materials, registering for a hospital queue, etc.

In the context of e-government, websites are the most basic form of initiative in the government's readiness to welcome the era of information technology. The next stage is a means of interaction and transactions between the government and society, as well as between businesses and the government, in order to create a government that is reliable, trustworthy, fast, and flexible [6]. All local governments in Indonesia have official websites registered with domains ending in .go.id.

Through website searches, local governments provide various forms of implementation of public complaints. For example, the Bangka Belitung provincial government provides two complaint channels: a WhatsApp number and a particular website domain containing a complaint form. However, the complaint register

hyperlink cannot be accessed, so information about the complaint register and the complaint status is unknown. The Magelang district government provides a complaint service hyperlink on its official website. This page contains links to other websites for submitting complaints, but 3 of the 4 links cannot be accessed. Central Sulawesi Provincial Government's official provincial government website has a hyperlink "Complaints Procedure" under the "Public Services" menu. However, the page is empty (it does not contain any content). From the three examples of regional governments, there is diversity in the implementation of complaints and various technical obstacles faced by regional governments.

The development of e-Government can be mapped using the e-Government stage model. Researchers and institutions present various e-Government stage models. The UNPAN (United Nations Online Network on Public Administration) model describes 4 stages of e-government: emerging, enhanced, transactional, and connected [7]. The Gartner Group model describes 4 stages: presence, interaction, transaction, transformation [8]. Meanwhile, Layne and Lee: cataloguing, transactions, vertical integration, and horizontal integration [8].

Research on public complaints in Indonesia is currently dominated by the topics of design [9], prototypes [10], application use training [11], and evaluation [12] carried out for/against a particular regional government agency. Meanwhile, e-government research uses websites as the primary data source and e-government stage models as stage classifications; this has been done previously by several researchers [7], [13], [14].

Research on 34 provincial governments in Indonesia shows that most provincial governments already provide e-government services. Using the United Nations stage model, it is known that most provincial governments are at the beginning of the initial transaction stage. However, only a few have reached the complete transactional stage [7]. Meanwhile, research on 548 regional governments in Indonesia used the stage model of Presidential Instruction No. 3 of 2003; it was found that the majority of regional governments were at the maturity stage (second stage based on Presidential Instruction No. 3 of 2003), only 4 regional governments had reached the utilization stage (fourth stage) [13].

Research to map the implementation of information technology in terms of digital public complaints has never been carried out. Thus, trends in implementing public complaints in local governments in Indonesia still need to be mapped. This information is essential for government administrators to use as material for decision-making and as a benchmark for the success of providing local government public services. Meanwhile, for academics, it can be a source of information that supports research.

This research aims to investigate the forms of implementation of public complaints in each regional government in Indonesia. This research uses websites as the primary data source. On the website, content analysis was carried out, the results of which were mapped into the e-Government stage model described by the Gartner Group, namely 4 stages: presence, interaction, transaction, and transformation.

## **B. Research Method**

In this research, data collection was carried out using documentation and literature. Documentation was done by collecting data on official provincial government website addresses, namely 38 websites. This official website has a standard naming format, namely [province name]prov.go.id.

Literature was reviewed by visiting local government websites to complete the documentation results. At each website visit, complaint channels are recorded and traced. Complaint channels based on Law of the Republic of Indonesia Number 25 of 2009: SMS, email, telephone number, complaint box, and website. Searches were also carried out by searching for keywords: complaints, complaints, services, citizen services, public services, and public complaints, either in text, hyperlinks, or images with links.

Website content analysis is done by evaluating the website and recording the available complaint channels. If the complaint channel is a website, the website will be visited, and its features will be identified. After the website analysis data is collected, classification is carried out. Classification is the activity of separating based on classes. Classification is carried out based on Gartner's e-Government stage model. The Gartner stage model has 4 stages of e-government development: presence, interaction, transaction, and transformation.

**Table 1.** Classification model based on Gartner e-Government stages.

No	Gartner Stage	Stage Information	Attributes
1	Presence	The existence of a website, information services, and the availability of public documents.	official local government website (top domain)
2	Interaction	There is a database that can be accessed, and there are facilities to accommodate responses from the public via the website or email addresses. The exciting website content is supported by staff from the website manager, who updates the website.	email, telephone number, SMS
3	Transaction	Online services or transactions for the community	online services or transactions for the community
4	Transformation	The concept of one-stop service, there is access or the possibility to make contact collaborate with other parties.	complaint website

The model in Table 1 is used to classify the achievements of the stages of implementing public complaints. Conditions: if all complaint channels are found on the website, then the government website is classified as transformational. If find a website other than a website but there is a complaint form, then it is classified as a transaction. If channels such as email, telephone number, and SMS are found but no complaint form or website, it is classified as interaction. If no single complaint channel is available on the website, then the website is classified as a presence. Classification is carried out sequentially from top to bottom stages. Each website only classified into one stage.

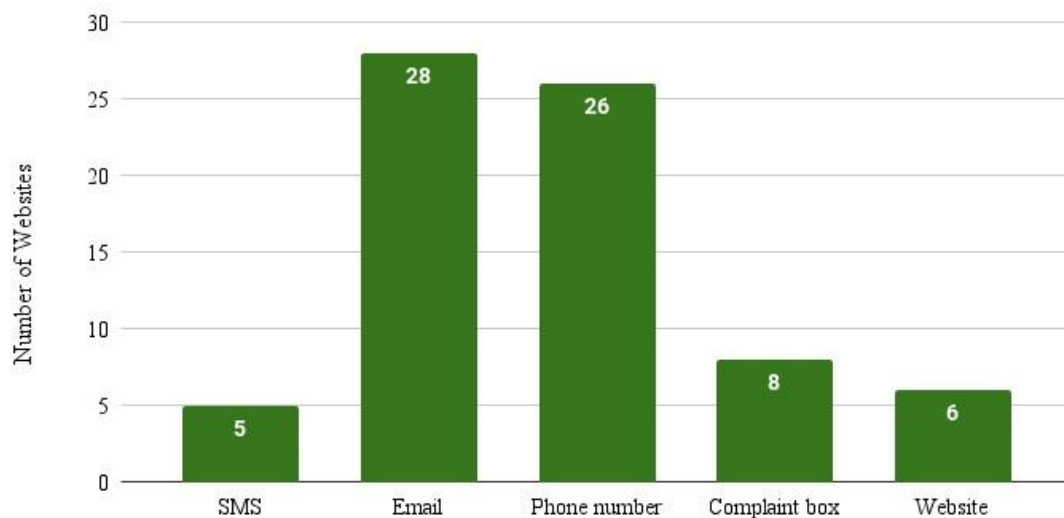
### C. Result and Discussion

All 38 provincial government websites were monitored actively during the data collection. Those websites are accessible, no error messages or blank pages

found on the top domain. However, in the content section of the website, several hyperlinks were found inaccessible or were just blank pages (#).

The provincial government website applies a variety of web designs. Some are in the form of landing pages with panels containing image hyperlinks to website features. There are also homepages with several sections, including the hero, header, top navigation, main section, footer, and widgets on the left/right of the website. As for the complaint channels, it can be found in several places: topbar, top navigation, or in the footer (the very bottom of a website) on the left, the middle, or the right side.

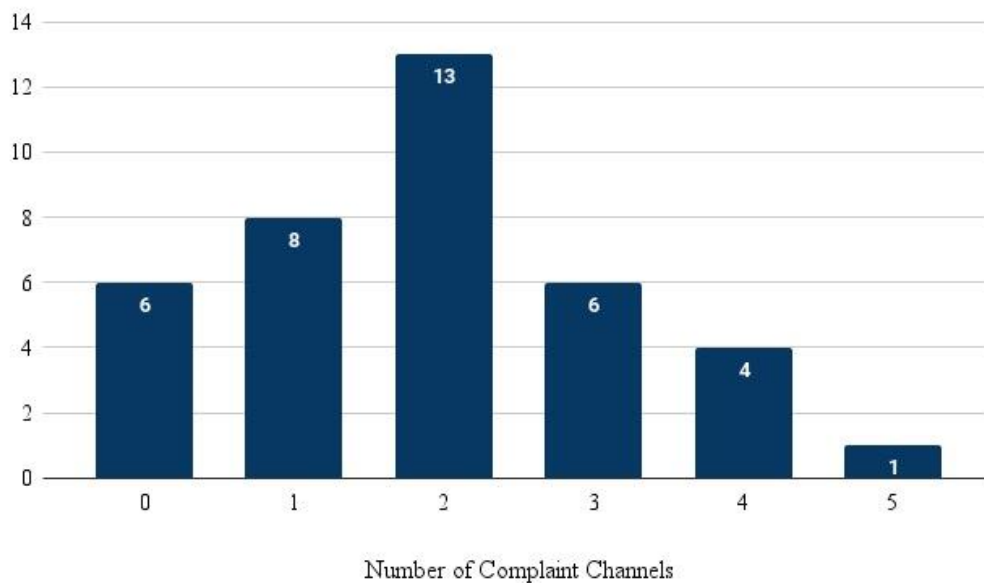
Based on the number of channels available, the provincial government does not provide complaint channels that are equal in number to those of other provincial governments. The results of website content analysis (Figure 1) found that 5 websites provided SMS channels, 28 provided email, 26 provided phone number, 8 provided complaint boxes, and 6 websites provided complaint website portals. The email is most popular channel placed in the website, followed by phone number.



**Figure1.** Number of Websites Based on Complaint Channels

In terms of the number of channels, there are differences in the number of complaint channels provided by the provincial government. There is 1 website that provides all complaint channels, 4 websites that provide 4 channels, and 6 websites that provide 3. Some do not provide complaint channels at all. Figure 2 shows a map of the availability of complaint channels on the official provincial government website in Indonesia.

If we refer to the era of disruption, to placing an interaction channel in the website must not be a burden financially and technically. It is supri



**Figure 2.** Number of Complaint Channels Provided in Government Websites

The results of the Gartner stage model classification are listed in Table 2. *Presence* means the provincial government's official website does not provide a complaint channel. Only the official website can be accessed. Thus, no tool connects the government with the citizens to interact or submit complaints. Six provincial governments are still at the presence stage, including Gorontalo, South Kalimantan, West Sulawesi and Central Papua.

At the interaction stage, the provincial government is considered to be at this stage if one or all of the complaint channels are available on its website: email, telephone number and SMS. Twenty-three provincial governments have provided this complaint channel, including Aceh, Jambi, East Kalimantan, Maluku, and Papua Mountains.

**Table 2.** Provincial Government Classification based on Gartner Stages

No	Stage Model	Number of	Province Government
1	Presence	6	Gorontalo, Kalimantan Selatan, Sulawesi Barat, Papua Tengah Aceh, Bali, Banten, Bengkulu, DKI Jakarta, Jambi, Kalimantan Tengah, Kalimantan Timur, Kep. Bangka Belitung, Kep. Riau,
2	Interaction	23	Maluku, Maluku Utara, Papua, Papua Barat, Riau, Sulawesi Selatan, Sulawesi Utara, Sumatera Barat, Sumatera Selatan, Sumatera Utara, Papua Pegunungan, Papua Selatan, Papua Barat Daya
3	Transaction	4	Sulawesi Tenggara, Nusa Tenggara Timur, Lampung, Kalimantan Barat
4	Transformation	5	DI. Yogyakarta, Jawa Tengah, Jawa Barat, Jawa Timur, Nusa Tenggara Barat

At the transaction stage, the provincial government is considered to be at this stage if the official website provides a complaint box. The complaint box is a filable form provided in the website. This form, whether it has the purpose of being a specific complaint form or a general form, is still considered as complaint form. Eight provincial governments are in this transaction stage including Southeast Sulawesi, East Nusa Tenggara, Lampung and West Kalimantan.

At the transformation stage, the provincial government is considered to be at this stage if a website-based application for complaint management is found on its official website. This application is addressed at a domain below the main domain. The website in question has features that enable collaboration from each stakeholder. There are 5 regional governments at this stage, including DI. Yogyakarta, Central Java, West Java, East Java and West Nusa Tenggara.

Based on the data classification results in the Gartner stage model, five provincial governments are at the transformation stage. At this stage, the government has achieved a transformation in the implementation of e-government, marked by added value and overall functional changes. The complaint service is not only one-way but is already at the stage of creating transparency in the complaints sent.

The provincial government has provided a particular website portal for managing the public complaints. It is more than just a one page filable form, it has some features including form and submission, login and register page, complaint lists and its status, comment section, and some other features provided in the website.

**Tabel 3.** List of Provincial Government Public Complaint Applications

No	Provincial	App Name	Complaint Status	Complaint List	Delegation
1	D.I. Yogyakarta	e-Lapor	✓	✓	✓
2	Jawa Barat	Aduan Warga	✓	-	-
3	Jawa Tengah	LaporGub	✓	✓	✓
4	Jawa Timur	cettar	✓	✓	✓
5	Nusa Tenggara Barat	NTB Care	✓	✓	✓

The Province of D.I. Yogyakarta has built a complaint application entitled e-Lapor (<https://lapor.jogjaprovo.go.id/>). e-Lapor allows the public to submit complaints online, monitor the progress of complaints, and view a list of complaints. Each complaint has a status: received, disposed of, or responded to. e-Lapor has been integrated with various available complaint channels, so complaints do not have to be sent via the website; they can be sent via the Instagram channel and the Jogja Istimewa application. The complaint process is: write a complaint, delegate, follow up, respond, and finish. Since its release in 2019, there have been 3092 complaints recorded on the e-Lapor application.

The province of West Nusa Tenggara has built a complaint application entitled NTB Care (<https://care.ntbprov.go.id/>). Users can send complaints, view the list and status of complaints, and filter the list of complaints based on purpose, status, date, type of complaint, and sender's privacy. The status of complaints with NTB Care is awaiting approval, rejection, processing, and completion. NTB Care can be accessed via the website and mobile application. Since its release in 2022, there are currently 2384 complaints registered in NTB Care.

The province of East Java developed a complaint application entitled Cettar (<https://cettar.jatimprov.go.id/>). This application allows users to send complaints and view the list and status of complaints. The status of complaints on Cettar includes published, being acted upon, and resolved.

Referring to Table 3, apart from the province of DKI Jakarta, all provinces on the island of Java are already at the transformation stage. Meanwhile, only 1 province

outside Java has reached the transformation stage, namely West Nusa Tenggara. There's no province that reach this stage from Kalimantan, Sumatera, Papua, and Sulawesi island.

Indonesia has already reached the second decades of e-government implementation. It is much surprising that most government are still at the early stage of providing channel for public services, in this context: complaint channel. If we refer to the maturity level of e-government we find that the majority of attributes of complaints channel are one-way [15] and two-way interaction except the website. The type of communication where someone can initiate but there's no guarantee for a feedback. One-way interaction focuses on delivering information while the two-way interaction focuses on dialogue and relationship [16]. This interaction only succeed if two parties make a contribution, either way it fails.

In this era of disruption, providing public complaint channels is unavoidable, as public service is one of the indicators of the success of good governance. The government must see complaint channels as more than just a number and availability but the services to reach good governance through effectiveness, transparency, accountability, robustness, and citizen participation [17].

#### **D. Conclusion**

The research results show the diversity of public complaint channels implemented by the provincial government. Both in terms of the number of channels and their types. Assessment using the e-government stage model shows that there are 6 provincial governments at the presence stage, 23 provinces at the interaction stage, 4 at the transaction stage, and 5 at the transformation stage.

In the transformation stage, which is the highest stage of e-government implementation, the dominant provincial government originates from the island of Java. Meanwhile, there is only 1 province that comes from outside Java. Applications at this stage are dominated by website-based applications, with features such as sending complaints via the complaint form, viewing a list of complaints and their status, notification of changes in complaint status, comments column, and complaint progress.

We suggest to investigate and study the reason lack of providing the public complaint channel, and at the other hand studying the success of public complaints for government at the transformation stage.

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