IMPLEMENTATION OF JAKLAPOR AS A DIGITAL PUBLIC COMPLAINT SERVICE ON THE QUALITY OF PUBLIC SERVICES OF DKI JAKARTA

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ABSTRACT

DKI Jakarta with over 11 million residents, faces a growing need for efficient public services in the digital age. One key area is handling public complaints. To address this, the DKI Jakarta Provincial Government established JAKI under the President Instruction No.3 of 2003 concerning National Policies and Strategies for E-Government Development and the Presidential Regulation No.95 of 2018 concerning Electronic Based Government Systems. This research aims to discuss the implementation of JAKI as a digital public complaint service on the quality of public services in DKI Jakarta.

This research tries to determine if in fact JakLapor, a feature of JAKI, has run optimally as a digital public complaint service. The research was conducted using a qualitative approach. Data collection was obtained through in-depth interviews with 4 staffs of Jakarta Smart City and 5 citizens of DKI Jakarta and through document analysis comprising of papers, books, journals and articles.. Data collection techniques include data analysis and interpretation, data reduction and data presentation.

From the research that has been done, there is a result that the implementation of JakLapor has achieved succession in several criteria as seen from the benefits felt by the citizens of DKI Jakarta, the implementing and supervising actors adhering to the Standard Operating Procedures (SOP) regulated in the Decree of the Regional Secretary No.99 of 2022 and functioning in accordance to the relevant regulations, the resources deemed sufficient both financial and human resources, the institution and regime characteristics of JakLapor have also been deemed in accordance to the Governor Regulation No.144 of 2019 and Decree of the Regional Secretary no.99 of 2022. However, there are several setbacks in the running of JakLapor such as the bureaucratic mismatch between the government and the private sectors and the limitation of citizen participation due to the lack of socialization. Furthermore, there are several recommendations to be noted which are to improve communication between government departments and to conduct more thorough socializations.

Keyword : Implementation, Policy, JakLapor, Public Complaint Service

INTRODUCTION

With the increasing mobility of people from villages to cities each year, Jakarta, as the capital city and economic center of Indonesia with a population of around 11,075,000, faces ever growing challenges of increasingly complex city management. Population growth, crowded roads, heavy pollution, greater use of electrical energy, waste management and other impacts that come along with urbanization, it is essential for Jakarta's city development and construction to need to grow – most importantly in various aspects of public services. In order to develop a better city management to face the said problems, various cities around the world have developed and implemented the concept of smart city.

According to Anthopoulos, Janssen and Weerakkody, smart city is an innovative city that uses information and communication technology to improve people's quality of life and the efficiency of the urban area sectors. Jakarta first adopted the concept of smart city in 2014, initiated by the governor at the time, Basuki Tjahaya (Ahok), built on six pillars: smart governance (transparent, informative and responsive government), smart living (realizing a healthy and liveable city), smart mobility (providing a transportation system and infrastructure),

smart economy (growing productivity with entrepreneurship and a spirit of innovation), smart environment (environmentally friendly natural resource management) and smart people (improving the quality of human resources and decent living facilities). At its core, the Smart City 4.0 Framework consists of the central two objectives, to be an innovative city and to create a window of happiness for the people.

At the beginning of the program, the DKI Jakarta Provincial Government in collaboration with Rama Aditya developed QLUE, an application intended to accommodate citizen reports. With this application, people could report their problems by uploading photos to the app in real time and accurately with GPS on their phones. The reports will then be followed up to the relevant division by Unit Pelaksana (UP) of Jakarta Smart City. Through this application, the follow-ups of those reports could be observed directly by the informant or filer. According to Rahmawati and Firman (2017), QLUE is a new breakthrough of the DKI Jakarta Provincial Government as a forum for the community to report any kinds of problems. Overall, QLUE has succeeded in creating a safe space for the citizen to connect with the government. The app has fulfilled five values in order to be called as a public sphere, namely e-government, advocacy/activist domain, civic forums,

para-political domain and journalism domain (Sari, 2008). However, it was reported that in 2017, the number of reports filed by the citizens has significantly decreased by 50%. This could be due to some problems with the app that has yet to be addressed by the government including the fact that the citizen is not given enough authority to suggest solutions to the government in order to solve their problems – QLUE merely serves as a medium for the citizens to file reports. This means that the government still serves as the holder of authority as all decisions and solutions come from them and does not involve the public.

After Ahok's era ended, Anies Baswedan was elected to be the next governor. In his era, Anies launched Jakarta Kini (JAKI), a super app designed to create a smart city that efficiently and effectively makes Jakarta a better and liveable city. The basis of JAKI's establishment is to provide to the needs of the large number of population of DKI Jakarta. The main thing that differentiates JAKI from QLUE is that this app does not only allow citizens to report the incidents around them, but also offers a variety of other features. There are at least ten kinds of services which could be handled by JAKI, including JakLapor which allows citizens to report their problems, JakRespons which allows reports to be filed to be monitored for the follow-up process, JakWarta which notifies residents if they around incident area, JakPangan which allows citizens to access the lit of market commodity prices, JakApps which allow citizens to access all of the DKI Jakarta Provincial Government's online services, JakSurvei which provides an evaluation room for residents who wish to assess the performance of public services, JakPenda is a feature for checking information and payments regarding Motor Vehicle Tax (PKB), Land and Building Tax (PBB), Regional Taxes and E-Levy, JakWifi which provides free WiFi access points from the DKI Jakarta Provincial Government, Pantau Banjir which provides information on the location of flood points and water levels in various river flows in Jakarta, Akun Digital Warga which makes it easier for the public to access information on personalized social assistance, such as KJP and KJMU as well as other assistance, JakLingko which provides route information for various modes of public transportation available in Jakarta and JakSehat where people can queue up for online health facilities, call an ambulance, find PMI locations to donate blood, mental health consultations, risk screening for Non-Communicable Disease (PTM), and access integrated HIV/AIDS services in Jakarta.

Table 1.1 Total Number of Reports Filed, Reporters, Estimated Time of Reports Solved and Total Number of Reports Solved in JakLapor

	2021	2022	2023	2024
Total Reports	79.668	111.132	158.374	31.591
Total Reporters	21.674	27.072	32,424	10,277
Estimated Time of Reports Solved	8 days	9 days	8 days	4 days
Total Reports Solved	79.664	110.924	156.974	27.705

Table 1.2 Top 3 Report Categories in JAKI

2021	2022	2023	2024
Road: 9.041	Road: 14.459	Road: 12.013	Road: 4.641
Civil Disturbance: 9.436	Civil Disturbance: 11.592	Trees: 9.166	Trees: 3.585
Trees: 6.764	Trees: 10.398	Illegal Parking: 7.943	Illegal Parking: 3.275

Although JakLapor, the reporting feature in JAKI, likewise with QLUE, generally succeeded in creating a channel for the citizens to express their complaints, several problems occur with the app including (not limited to) the slow response from the operators of the app towards the complaint submitted and the possibility of leaked identity of the person who files a report. Therefore, addressing these issues, this study aims to determine the extent of JakLapor's succession as a public complaint service.

THEORETICAL FOUNDATION

1.1 Public Service

The successful performance of good public services is largely determined by the involvement and synergy of the three main actors – government, government apparatus is one of the important actors in control of the process of good governance and excellent experience with bureaucracy and government bureaucracy management.

According to Leon Duguit, public service is every activity of general interest which is of such an importance to the entire collectivity that those in authority are under a duty to insure its accomplishment in an absolutely continuous manner, even by the use of force.

There are 3 correlations of Duguit's public service theory with JakLapor which are: 1)

Duguit's focus on social media aligns with JakLapor's personalized approach by tailoring services to individual needs, reflecting the concept of the government serving the public good; 2) JakLapor leverages data from user interactions to inform future services and policies which aligns with idea of laws being based on social necessities, as data can reveal emerging needs and areas for improvement; and 3) JakLapor's services can be seen as transparent tools that address public concerns which aligns with Duguit's emphasization of openness.

1.2 Public Service Innovation

According to Harsen and Wakonen (1997), innovation is regarded as doing things differently. In the public sector, Mulgan and Albury (2003) define successful public innovation as the creation and implementation of new processes, products, services and methods of delivery in providing public services. It then results in significant improvement in outcomes, efficiency and effectiveness or public service quality. In this research, the public service innovation is defined as the implementation of a new idea or modification of idea that has been used in another context to improve public service innovation.

The app JakLapor itself is an innovative approach to service delivery offering convenience and potentially reaching a wider audience than traditional methods.

JakLapor aligns with Mulgan and Albury's public innovation theory in 3 aspects: 1) improved outcomes in which JakLapor's personalized services and data-driven approach aim to improve citizens' well-being and address their needs more effectively; 2) enhanced efficiency with JakLapor being a digital platform potentially streamlining service delivery, reducing wait times and administrative costs; and 3) increased effectiveness in which JakLapor allows for targeted interventions and potentially improves the success rate of government programs by reaching the right people with the right services.

1.3 Public Management and E-Government

According to Dunleavy et al. (2006), new public management has three main components, which are incentivization, competition and disaggregation. Incentivization emphasized in performance-based pay systems and mandate contracts. Incentivization also has correlation with meritocracy, as a way of distributing income, power, wealth, opportunity, honor and social recognition based on what they deserve (Sandel, 2021). The second component is competition, which is implying competition within internal markets in public sector and contracting out to the private sector. The third one is disaggregation, which refers to a separation

of provision and production. Indonesia has implemented NPM since 1999, supported by the implementation of Performance-Based Budgeting, that is known as Results-Oriented Government, which became one of the best practices developed in principles of NPM according to Osborne & Gaebler (1992).

In the aspect of NPM, JakLapor has adopted several principles: 1) business orientation by adopting a business-like approach by streamlining services and potentially reducing administrative costs. The app can be seen as a "one-stop shop" for various public services, similar to how a business strive for customer convenience; 2) performance measurement in which JakLapor can be used to collect data on user interactions and service usage. This data can be analysed to measure the app's performance and identify areas for improvement, aligning with NPM's focus on data-driven decision-making; 3) citizen focus by personalizing services to user needs, reflecting the NPM emphasis on citizen satisfaction and responsiveness. The app aims to provide a more convenient and user-friendly experience for interacting with the government; and 4) decentralization and marketization by empowering citizens to have more control over how they access services.

1.4 Effectiveness of Policy Implementation

Policy implementation has mean as translation process of rules into action. According to Grindle (1980), the successful implementation of public policies is influenced by two fundamental variables, namely the content of the policy and the context of implementation. The contents of this policy include: interest affected, type of benefits, extent of change envisioned, site of decision making, program implementer and resources committed.

Grindle's policy implementation model called Implementation as a Political and Administrative Process illustrates the decision-making process carried out by various actors based on the program that has been achieved or the interaction of decision makers in the administrative political context (Grindle, 1980). The characteristic of implementing this policy is the interaction between policy makers, policy implementers and policy users in an interactive model.

Grindle (1980) reminds policy makers and implementers about the possibility of a gap between the objectives of the measures taken and results achieved in the field

'Implementation policy has captured their attention because it is evident that a wide of factors – from the availability of sufficient resources to the structure of intergovernmental relations, from the commitment of lower level officials to reporting mechanism within the bureaucracy, from political leverage of opponents of the policy to accidents of timing, luck and seemingly unrelated events – can and do frequently intervene between the statement of policy goals and their actual achievement in the society.

RESEARCH METHOD

The research design to be used in this study will employ a qualitative research approach. According to Denzin and Lincoln (2005:2), qualitative research involves studied use and collection of a variety of empirical materials – case study, personal experience, introspective, life story, interview, observational, historical, interactional and visual texts – that describe routine and problematic moments and meanings in individuals' lives.

Qualitative research delves into real-word situations, using existing theories as a foundation. These theories guide the research background and discussions of the findings. Instead of focusing on hard facts, qualitative research emphasizes the meaning, reasoning and lived experiences behind social issues. It's a flexible approach that can adapt to the specifics of a situation. Despite its flexibility, qualitative research utilizes rigorous methods to explore problems and generate new knowledge about social contexts.

The data obtained in this qualitative research is by conducting interviews, reviewing literature study, published journals, books and articles in relations to the topic of this research. This research also employs a descriptive approach, where the researcher aims to understand the significance and the extent of JakLapor's impact to the quality of public services in DKI Jakarta. Therefore, with this qualitative research method, the researcher hopes to find answers and thereby providing recommendations related to the issues found.

RESEARCH FINDINGS

In this research, the researcher uses Grindle's theory of implementation which consists of two variables which are content of policy and context of implementation. The contents of policy include: 1) interest affected; 2) type of benefits; 3) extent of change envisioned; 4) site of decision making; 5) implementer program; and 6) resources committed. The context of implementation include: 1) power, interest, and strategy of actors involved; 2) institution and regime characteristics; and 3) compliance and responsiveness.

1.1 Interest Affected

Interest Affected in this case is related to the interests that influence the implementation of a policy. According to Grindle (1980: 8) the extent of policy what is created has a chance of existing changes in social relations, politics and economics in society. This indicator argues that in its implementation, a policy involves various interests and to what extent the influence of those interests influence the policy's implementation.

JakLapor was established for the betterment of the public service, especially in the area of public complaint service, of DKI Jakarta which both benefit the DKI Jakarta Provincial Government and the citizens of DKI Jakarta. JakLapor established under the Presidential Regulation Number 95 of 2018 regarding Electronic Based Government Systems (SPBE) is a form of the DKI Jakarta Provincial Government's effort to establish SPBE and Smart City. JakLapor administrates under DISKOMINFOTIK DKI Jakarta. The ability of a public service system to respond to the dynamics efficiently and precisely depends on how the government communicates with the citizens and vice versa. Complaints are an important form of consumer feedback that provides unique and valuable information for organizations that care about improving quality (Gordon, et al., 2005). For this

purpose, various channels for aspirations and complaints, such as JakLapor, from the citizens are opened.

CONTENTS OF POLICY
1.2 Type of Benefits

A policy should provide benefits, have a positive impact, lead to positive change and offer solutions to societal problems. The research unearthed several benefits felt since the establishment of JakLapor:

1) Accessibility of the App
Citizens do not have to take allocate more time to commute directly to a certain place to submit their reports and could just submit via the JakLapor app wherever they are in the city.

2) Do Not Have to Meet with Staff
Since reporting is done through an application, citizens benefit from not having to directly meet with the officials in charge.

3) Features of JakLapor
JakLapor provides features such as privacy by default & privacy by design which allows reporters to choose whether to make their report anonymous or public, and real-time monitoring in which citizens are given a tracking code to track the progress of their reports.

4) Clear Directions

Citizens are given clear directions on what to do if the complaint they submitted is unclear and needs additional information.

5)   Fast Response

Citizens claim that JakLapor takes a short time of period to solve their complaints and/or problems.

Even though the citizens have responded quite positively towards JakLapor, there are also some critics that could be taken into account by the staffs of Jakarta Smart City in order to improve the mechanism of JakLapor. According to the staffs of Jakarta Smart City, the critics they receive were mostly not directed to the application but mainly because the complaints that are reported either reoccur or takes a longer time to be solved than they expected and thus, the citizens feel dissatisfied by the settlement of their complaint.

1.3   Extent of Change Envisioned

The extent of change envisioned by the targets of the program and/or policy can be significantly influenced by the type of program designed to achieve the intended goals. The more extensive and profound the change desired through the policy, the more challenging it is typically to implement.

The development of JakLapor envisioned a significant transformation for DKI Jakarta in several key areas: 1) a citizen-empowered governance by enabling reporting, participation and access to information, JakLapor empowers citizens to actively identify and address issues within their city – fostering a collaborative environment where citizens feel more involved in shaping their urban landscape; 2) enhanced service delivery by acting as a central platform for citizens to access various services electronically, eliminating the need for physical visits and long queues. This aims to increase efficiency, save time, and improve overall citizen satisfaction with government services; 3) improved transparency and accountability by providing features such as complaint tracking and access to information which allows citizens to see how the government is responding to their concerns. This transparency builds trust and holds the government responsible for its actions; 4) data-driven decision making by collecting data on reported issues, service usage and potentially sensor networks within the city in which JakLapor can provide valuable insights into citizen needs and real-time city conditions. This data can then be used to make informed decisions regarding resource allocation, service improvement and infrastructure development; and 5) smart city transformation by contributing to more intelligent and efficient management of urban resources through integrating various functionalities and data sources.

The results of this research discovered JakLapor has successfully achieved in building a citizen-empowered governance by increasing citizen participation, enhanced service delivery by easing citizens in submitting complaints digitally and having solved complaints in general faster compared to any other public complaint channels provided by the DKI Jakarta Provincial Government, and has improved transparency and accountability by providing features such as real-time monitoring in which citizens can track the

1.4   Site of Decision Making

The site of decision making in policy formulation plays a crucial role in policy implementation. This raises the question of where the decision-makers for a policy to be implemented are located. Is the location of a policy appropriate?

The result of this research reveals that JakLapor, as an application, is regulated and formed based on the President Instruction No.3 of 2003 concerning the National Policy and Strategy for E-Government Development, which from this regulation became the 2008 Information and Communication Technology Master Plan. The parties holding authority to all the decisions made in the public complaint resolution in JakLapor including the public complaint resolution process are all regulated by the

Decree of the Regional Secretary No.22 of 2022 concerning Guidelines for the Follow-Up Handling of Public Complaint.

1.5 Program Implementer

In terms of the program implementer, it is crucial to determine whether a policy clearly identifies the implementer. The implementer's role plays a pivotal part in the successful implementation of this policy.

The research results revealed that the program implementers in JakLapor can be divided into two main categories: 1) the regional apparatus organization who are the first point of contact for complaints submitted through JakLapor. They are in charge for assessing the complaints based on geotagging and determining if the complaints can be resolved directly or need referral, and also handling directly resolvable complaints within their jurisdictions; and 2) specialized agencies who are in charge for handling complaints beyond the regional apparatus organizations' capabilities. Example: water supply network complaints are referred to the regional apparatus organization for water resources and overgrown trees complaints are referred to the regional apparatus organization for parks and forestry. In conclusion, the program implementers in Jaklapor are a collaborative effort between regional

apparatus organizations handling general complaints and specialized agencies addressing specific issues.

1.6 Resources Committed

The successful implementation of a policy is partly determined by the availability of resources. These resources include manpower, expertise, budget and facilities. When the program implementer has the necessary capabilities and support required by the policy, the likelihood of success will also be high.

The resources committed to the development and succession of JakLapor is equipped with competent human resources and adequate financial resources. In terms of human resources, JakLapor has a qualified workforce with relevant skills and knowledge across various divisions due to having recruitment targeting individuals with specific skills based on the position, training programs conducted to enhance employee capabilities and collaboration with other regional apparatus organizations providing additional expertise. In terms of financial resources, JakLapor received significant funding from the DKI Jakarta Provincial Government budget allocated for technology and e-government projects in which the budget is used for development, maintenance, marketing, training and

capacity building activities. The combination of skilled personnel and sufficient financial resources contributes to JakLapor's user-friendly application, efficient service delivery and successful implementation.

CONTEXT OF IMPLEMENTATION
1.7 Power, Interest and Strategy of Actors Involved

During the implementation phase, the power and interests of actors significantly influence the achievement of the desired goals. Implementers, in this case, become the most potential parties to be influenced and to influence the implementation process. The power, interests, and strategies of the involved actors are quite evident in the series of activities that take place on the ground. Although a complete picture cannot yet be drawn, each party demonstrates its interests through the actions taken by each stakeholder.

In reality, the dimension of cooperation or partnership to realize smart governance through the JakLapor application has been running and involves the three pillars of governance: government, private sector and the citizens of DKI Jakarta.

The importance of collaboration with private sectors is because they often possess specialized knowledge and

experience in specific technological areas relevant to JakLapor, such as app development, data analysis, cloud computing and artificial intelligence. The expertise mentioned can be leveraged to develop new functionalities within Jaklapor, improve existing functionalities to enhance performance and user experience, and integrate JakLapor with other applications of platforms. Strategic collaboration with the private sectors fosters a mutually beneficial situations as JakLapor benefits from expertise and resources while the private companies gain access to a large user base and market opportunities.

The strategy developed in the running of JakLapor one of which is socialization that have been regularly. The program implementers of JakLapor have conducted socialization for the citizens, however, according to the citizens, socialization that has been conducted is not optimal because it has not reached all the citizens of DKI Jakarta.

1.8 Institution and Regime Characteristics

The implementation of a program will inevitably lead to conflicts among groups whose interests are affected. The resolution of these conflicts will determine "who gets what", this can serve as an indirect indicator of the characteristics of the authority or institution implementing the program, both in terms of the biases of the authority/implementing institution and its leadership style.

The implementation of JakLapor can be influenced by the bureaucratic structure, standards and relationship patterns related to the characteristics of the implementing agent. This is because the criteria that are appropriate and suitable for the implementing agent can affect the performance of the program implementation. In the case of JakLapor, aside from the regional apparatus organization and the Bureau of Government, there are 5 other parties influencing JakLapor's implementation which are BPK, KIK, DPRD, NGOs and the citizens.

The characteristic of the regime and institution starting from the Bureau of Government is done by supervising and/or monitoring, and evaluating the decisions made in JakLapor. Additionally, other relevant bodies including BPK which supervises financial aspects of JakLapor, Ombudsman which oversees JakLapor's service delivery, KIK which monitors compliance with information transparency laws, the DPRD's role in supervising resource allocation, policy alignment and overall the program's effectiveness, the NGOs role of bringing diverse perspectives and expertise to JakLapor's oversight, and

the citizens' role in ultimately ensuring JakLapor remains user-centric, addresses the public needs effectively and functions efficiently – all of these parties, including the Bureau of Government complement each others' efforts and role and thus, ensuring JakLapor functions effectively and serves the public good.

1.9 Compliance and Responsiveness

Compliance and responsiveness refer to the response given by the implementing agent of JakLapor which is the regional apparatus organization relevant to the category of the complaint filed. The compliance and responsiveness are measured by the implementation of Standard Operating Procedures the implementers adhere to.

The results of the research revealed that the implementers of JakLapor has strived to provide adequate services for the citizens of DKI Jakarta which can be seen by the adherence of the implementers towards the Standard Operating Procedures regulated in the Decree of the Regional Secretary No.99 of 2022 and the provision of social medias or any digital forum for the citizens of DKI Jakarta to file any critics or complaints of the mechanism of JakLapor. However, it is to be acknowledged that some citizens are unable to convey critics they may have due to the unawareness of the social medias or digital forums provided, but

those who are aware have responded positively to the responsiveness of the staffs of Jakarta Smart City in responding to their critics.

CONCLUSION

In result of the research conducted, the analysis of collected data concludes that JakLapor has achieved succession in its implementation to the extent of several criteria. Seven out of nine indicators achieved positive results in areas including target groups (interest affected), benefits offered (type of benefits), intended change (extent of change envisioned), service location (site of decision making), program implementation (program implementer), resource allocation (resources committed), and institutional framework (institution and regime characteristics). However, two indicators require further attention: stakeholder influence (power, interest and strategy of actors involved) due to potential bureaucratic mismatch between public and private sectors, and citizen feedback (compliance and responsiveness) due to limited awareness of JakLapor's feedback mechanisms.

RECOMMENDATIONS

From the conclusion gathered above, the researcher would like to give recommendations such as:

1. Formulating a bridge or regulations that may strengthen and ease the bureaucratic mismatch between the DISKOMINFOTIK DKI Jakarta and the private sectors involved in the running of JakLapor.

2. Conducting a more thorough and widespread socialization for the citizens of DKI Jakarta regarding the mechanism of JakLapor and also the digital forums provided to convey any criticism or complaint the citizens may have. This may increase citizen participation in the running of JakLapor.

LIMITATIONS OF FUTURE RESEARCH

This research has limitations in its process in the aspect of sample size. The citizens and/or users of JakLapor interviewed as respondents being only 5. While the results of this research provide valuable insights, a larger sample size would strengthen the generalizability of the conclusions about JakLapor's overall success.

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