RESEARCH ARTICLE

Exploring the Black Box of Knowledge Capture in Public Complaint Management

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ABSTRACT

This paper examines the risk of knowledge loss in managing public complaints. Drawing upon the literature on public complaint management and knowledge management (KM), in-depth interviews were carried out with the Public Complaint Bureau (PCB), a government agency responsible for handling public complaints. Interview data was meticulously recorded and transcribed to elicit an understanding of prominent factors of knowledge capture and knowledge organisation in handling public complaints. Focus-group discussions were also carried out to generate further insights. Documentation such Standard Operating Procedures (SOP), circulars and public reports were scrutinised to corroborate interview data. Research findings strongly indicate that inadequate knowledge capture and organisation have created a 'black box' in public complaint management. This black box has led to an ambiguous operating environment for PCB employees, caused by knowledge dissipation and evaporation. These issues stem from diverse individual knowledge practices and poorly designed knowledge flows within the organisation, resulting in significant knowledge loss. This qualitative research is expected to benefit organisations, mainly the government in improving knowledge capture and organisation practices by critically considering implementing KM efforts to avoid severe knowledge loss. It will also benefit the academic community for future reference.

Contribution/Originality: This study significantly advances public service administration by supporting evidence-based policy development and informed decision-making. It highlights the importance of knowledge management in addressing public complaints, explains knowledge loss through Knowledge Dissipation and Evaporation, and enhances understanding of PCB's complaint management. It also diversifies qualitative research methods using analytical tools.

1. Introduction

Globally, complaints regarding public services have become common these days (Wukich, 2022). This trend can be attributed to the pivotal role that public services play across various dimensions of community and the country. Furthermore, public sector organisations are experiencing heightened scrutiny and accountability for their actions (Al Yami et al., 2022). Therefore, efficient public complaint management is essential in maintaining accountability, transparency, and responsiveness in public administration to demonstrate government's commitment in ensuring that citizens' grievances are addressed in a timely and at satisfactory manner to achieve improved service delivery. This aligns with the 16th main goal of the Sustainable Development Goals (SDG) for 2030, which focuses on 'Peace, Justice and Strong Institutions'. Within this goal, there is a clear emphasis on the need for governance reforms and improved efficiency in public services (Ministry of Economy, 2021; Public Complaint Bureau, 2022).

Moreover, the public is now aware of their rights and with the implementation of various transparency and reform measures of the government, the public expects all agencies involved in public service to address their concerns promptly and demand for the quality of service they deserved (Mantaring et al., 2019). People who contact with public authorities frequently file complaints or grievances due to incidents of unfairness, confusing processes, inconsistent treatment, incorrect information, or advice (Göbel & Li, 2021; Harijanti, 2020). Failure to handle complaints efficiently can impact the trust and confidence that citizens have in the government which can fuel public dissatisfaction and negatively reflects on the overall quality of governance. Hence, decision-making holds a distinguished role in managing public complaints because the iterative process and learning from the outcomes of previous decisions contribute to improving future decision-making approaches.

It is crucial for decision-makers to be conversant in public services and its policy along with its related areas as it will have influence in the decision-making towards achieving the desired outcome. To make decision, one need to be equipped with the necessary knowledge that will influence the decision and to achieve desired outcome. For organisations to keep and use significant knowledge, effective knowledge capture is essential (Fannoun & Kerins, 2019; Naziz, 2021). Knowledge needs to be stored in the correct format and at the right time with the right person (Agrawal, 2020) because with technology enablement, knowledge can be captured and preserved in the organisation. Besides, one of the knowledge capture phases is designed to identify business queries and the data required to address them by analysing existing business processes and collecting any relevant documentation (Mansfield et al., 2021). Therefore, public sector entities at all levels are encouraged to implement effective KM initiatives in order to enhance their operational efficiency (Kamarulzaman et al., 2021).

This paper seeks to firstly, investigate the effectiveness of complaint management in government agencies, mainly in capturing knowledge. Secondly, to examine methods by which the government can proficiently structure knowledge to facilitate decision-making in addressing complaints. Even though previous studies have studied the application of KM at public sector organisational level (Al Ahbabi et al., 2019; Al Yami et al., 2022; Belay et al., 2021; Naziz, 2021; O'riordan, 2020), the research were mostly conceptual and study on KM process implementation, specifically in public sector is yet limited (Agrawal, 2020; Al Yami et al., 2022; Hapsari, 2023; Majid et al., 2019; Naziz, 2021). Besides, different research has reported various KM processes findings.

There is a lack of study that indicates a focus of the KM process, especially in managing public complaint that could help a government to improve its service delivery. Therefore, this paper complement studies that stress on the risk of knowledge loss in an organisation, mainly in the government. This paper is structured as follows: Section 2 begins with the literature review that associates public complaint management, decision-making and knowledge management. Section 3 justifies the research method and data collection. Next, Section 4 deliberates on results and discussion and Section 5 describes on conclusions. Finally, Section 6 explains on research contributions.

2. Literature Review

### 2.1. Public Complaint Management (PCM)

PCM is an important part of governance and public administration which aims to handle citizen complaints, better service delivery, and increase accountability. The effectiveness of a complaint management system emerges as a crucial determinant of an organisation's competitiveness (Kumar & Kaur, 2020), including the public sector as well. Governments should view complaints as valuable opportunities for service improvement. Rather than seeing them as mere problems, treating each complaint as a gift allows for positive and sincere resolution, infused with empathy and a genuine intention to better serve the public (Public Complaint Bureau, 2020). For instances, Ali et al. (2023) highlighted that, if public complaint management becomes a strategic core within the government's service delivery system, overall public services improve, leading to a reduction in the number of complaints received. These complaints serve as vital indicators, reflecting customer satisfaction levels and the quality and effectiveness of the services provided (Fan & Shengjin, 2021; Gunawan & Prasetyo, 2020; Rachmawati et al., 2022).

In Malaysia, for robust governance and efficient service delivery, it is essential that public service complaints are effectively managed and the right to seek redress is safeguarded. To achieve this, all public complaints are channelled through PCB. The PCB was established in 1971 under the Prime Minister's Department (Public Complaint Bureau, 2022). The agency was built up with the aims to provide and improve the facility of making complaints and to take measures to increase resolution rate by identifying issues that can be the cause of complaints. The PCB investigates complaints related to administrative government actions that are perceived as unfair, instances of law and regulation non-enforcement, abuses of power, civil servant misconduct, service delays or non-delivery, inadequacies in public facilities, and other inefficiencies (Public Complaint Bureau, 2022). Apart from that, the PCB also provides advisory services to government agencies as part of their continuous effort towards effective complaint handling.

In this regard, the organisation significantly contributes to systemic improvements in public service delivery by leveraging complaints data as a source of innovation and creativity. This is accomplished through the elimination of outdated or irrelevant laws, rules, and procedures, and the development of more user-friendly processes. Therefore, like many other countries worldwide that have developed and implemented various mechanisms to address public grievances, the PCB has established multiple channels at the federal and local government levels. These avenues allow the public to forward their complaints in various formats including written submissions, verbal communication, and telephone interactions.

The complaints methodically go through comprehensive procedures that receive, record, handle, manage and ultimately resolved efficiently by the Complaint Officers. Therefore, all complaints were managed by the PCB using complaint management system known as SISPAA *(Sistem Pengurusan Aduan Awam)*. Since its launch in 2007, SISPAA has consistently served as a main platform, driving the government's unwavering commitment to improving the quality of public services and effectively managing complaints. Over the years, the number of public complaints had shown a consistent upward trend as charted in Figure 1. Although the annual statistics of complaints received and resolved by the PCB demonstrated an upward trend between the year 2016 to 2022, the percentage of complaints resolved remains consistently higher than 90% with the exception in 2020 and 2022 which demonstrated that the percentage is relatively lower at 83% and 87% (Public Complaint Bureau, 2023). This slight decline was attributed to the Movement Control Order (MCO) imposed by the government in 2020 at the height of the Covid-19 pandemic outbreak (BH Online, 2020; Tang, 2022). Meanwhile, the decrease in 2022 was due to the significant increase in the number of complaints received.

Figure 1: Percentage of Complaints Received vs Complaints Resolved
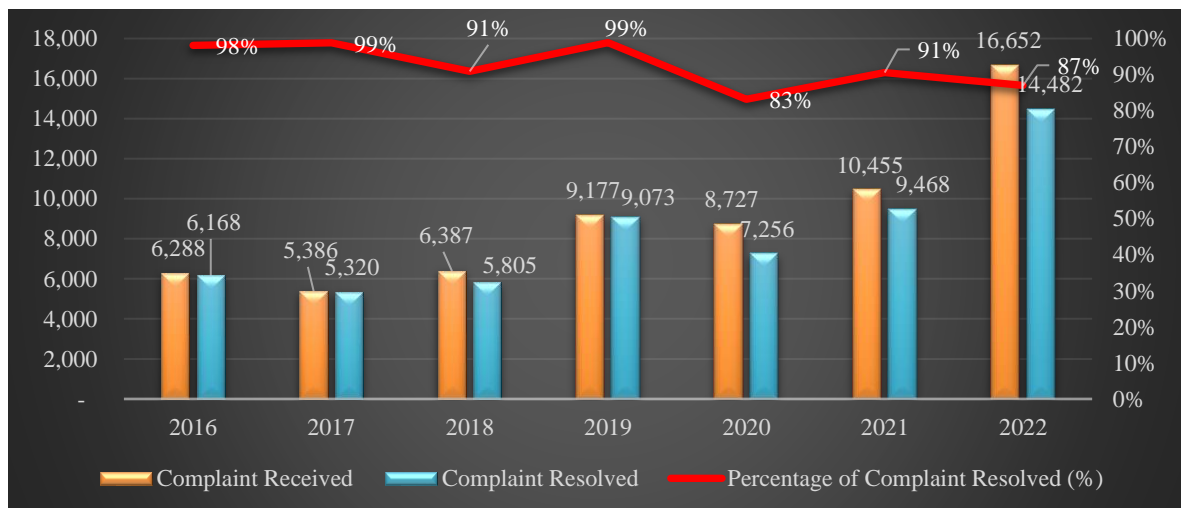
Source: Public Complaint Bureau (2023)

2.2. Decision-Making in Managing Public Complaints

One needs comprehensive and accurate information to make decision. The goal of decision-making processes is to select the best option from a set of possible options and to list them from the best to the worst (Flor et al., 2022; O'riordan, 2020). In the context of PCM, knowledge is used to make decision, action, as well as complaint-solving purposes. It is imperative to identify methods to assure effective decisions in order to optimise the process of managing public complaints, as these decisions have a direct impact on the gratification of citizens and the responsiveness of the government. Hence, employees who manage complaints need to be supplied with the necessary knowledge which require them to make decision. Access to domain knowledge is necessary for a decision-making process to determine the consequences of applying an alternative decision (Turet & Costa, 2022). A portion of this knowledge can be extracted from an organisational data, which will help the decision makers in evaluating the numerous measures. However, these days decisions are typically recorded in unstructured ways, making it hard to find and interpret them.

This aligns with Engin and Treleaven's (2019) research on "Automating Public Services and Supporting Civil Servants in Using Data Science Technologies," which characterises the government data landscape as comprising multiple sources, including official records, census data, and statistics, all of which are pertinent to governmental operations (Engin & Treleaven, 2019). Moreover, redundancy and discrepancy of data in government agencies are unavoidable (Shaharudin, 2021). Therefore, it is important to make sure that knowledge is effectively applied to help the organisation to improve performance and to recognise organisational practices that can overcome the barriers of knowledge application.

Incorporating structured and unstructured complaints data could contribute to improved decision-making process to provide accurate results that can increase PCB responsiveness in solving complaints, hence increase efficiency in PCM (Turet & Costa, 2022). KM contributes to this process by ensuring that organisational knowledge is effectively harnessed and utilised in decision-making contexts. Furthermore, efficiency in the management of public complaints depends on the speed in making decisions which involve skilled and experienced professional that will handle complaint in maintaining an effective and responsive complaint handling system. This is the most significant factor in guaranteeing that an organisation's complaint handling system is responsive to complainants (Mantaring et al., 2019; Prasad Lamsal & Kumar Gupta, 2022).

2.3. Knowledge Management (KM)

In the rapidly evolving landscape of the public sector, effective KM plays a pivotal role in shaping policies, improving service delivery, and fostering innovation. One of the critical challenges faced by governmental organisations is the efficient capture and organisation of knowledge. KM is a dynamic process that involves the systematic collection, organisation, and utilisation of an organisation's intellectual assets, and knowledge capture refers to the process of systematically collecting, organising, and documenting information, expertise, and insights from various sources within an organization or research context for the purpose of preserving and making accessible valuable knowledge assets (Bhatt, 2000; Shapiro, 1999). Umer et al. (2023) defines KM as the mixture of procedures and practices, supported by the KM structure, to develop modernisation, and organisational performance. Hence, the PCB provides its personnel with pertinent knowledge to ensure that public complaints are handled with the utmost care. This knowledge encompasses not only the ability to operate the system, but also the integrity and ethical work culture. Such trainings are most crucial as it is necessary for the personnel to know how to properly handle complaints, including the needs to deal with irrational complainants and at the same time by maintaining high level of professionalism.

Knowledge can be categorised as Organisational Knowledge and Individual Knowledge. Organisational knowledge is embedded in systems, culture and practices. It is often explicit, encompasses the collective knowledge, skills, and capabilities of the entire organisation. In government organisations, this typically includes legal rules and norms, standards, or knowledge related to complex processes. Individual knowledge, on the other hand, resides in people's mind and is often expressed through personal creativity and self-expression This tacit knowledge is deeply rooted in personal experiences and can be challenging to articulate or codify (Bhatt, 2002; Ragab & Arisha, 2016).

Organisations can lose knowledge in many ways such as lack of procedures in capturing knowledge, employees' reluctance to share knowledge or the most common one is the employee turnover in reference to knowledge that resides in the employees. Furthermore, organisations confront issues such as imprecise basic understanding of recorded information, knowledge abuse or unanticipated applications, and uncertainty connected with knowledge usage owing to quickly changing technology (Jennex et al., 2020). Additionally, if individual knowledge is not yet recorded and organised at the organisational level, unintended knowledge loss may also happen. This risk is significantly increased, particularly when working with mobile specialists. Thus, preventing knowledge loss is essential to maintaining knowledge and preventing organisations from losing their most valuable asset - knowledge.

3. Research Method

This research adopted qualitative method which involved semi-structured interviews to gain in-depth understanding and information related to public complaint management.

3.1. Sampling and Selection of Participants

While considering the diversity and scope of the sample population, the Researcher aimed to concentrate on a specific agency that is mandated to manage public complaints that is likely to provide appropriate data for this study. Therefore, the PCB was chosen as the suitable target research population. Participants were purposefully selected among the PCB employees, encompassed at all levels, spanning from top management to the support group level. Eligible participants for this study comprised of relevant units that manage complaints which include officers from managerial level and operational.

As part of the study, the Researcher included a state office to assess whether the roles and responsibilities at the state level aligned with those of the head office. The Researcher also conducted group interviews with two units, mainly the Human Resource Unit and the Complaint Management Unit that could contribute to the research data. As such, the interviews were carried out to twelve respondents. Table 1 represents the summary of interviewees demographic data.

Table 1: Interviewees Demographic Data

R	Age	Designation	Years of Service	Gender	Roles
R1	30-39	Assistant Director	2	Female	Complaint Management
R10	40-49	Director	2 months	Male	Complaint Management
R11	40-49	Director	6	Female	Human Resource
R12	30-39	Head of Unit	3	Female	Planning, Innovation and Coordination
R2	40-49	Head of Unit	3	Female	Complaint Management
R3	40-49	Head of Unit	3	Female	Corporate Communication
R4	40-49	Head of Unit	3	Male	Inspectorate
R5	40-49	Head of Unit	9	Female	ICT
R6	30-39	Senior Manager	7	Female	Human Resource
R7	40-49	Senior System Analyst	11	Male	ICT
R8	40-49	Senior System Analyst	2	Female	ICT
R9	40-49	State Director	3	Female	Complaint Management

Note: R = Respondent / Interviewee

### 3.2. Semi-structured Interview

Semi-structured interview method was adopted as the techniques for this qualitative data gathering. Prior to the interview sessions, participants were briefed of the research context, where key concepts such as knowledge management, knowledge capture, and decision-making processes were elucidated. All face-to-face interview sessions were conducted in Malay and English. The interviews were recorded on tape, and after that, a verbatim transcription was made for analysis. To maintain the information's validity, no translation was performed during this transcribing step. A competent proofreader translated and edited just the results that were reported into English. To protect the participants' privacy, the researcher used the following labelling method: R1 for Interviewee 1, R2 for Interviewee 2, and so forth.

3.3. Data Collection and Coding Process

Analysis involved coding each of the twelve interview transcripts by highlighting each line or set of lines to produce initial codes generated from the transcribed data - regarded as primary data. All interviews were audio-recorded, transcribed, and analysed using Microsoft Excel and Microsoft Power BI for data visualisation. Continuous analysis was conducted by examining open-ended questions, synthesizing responses, structuring and grouping meanings, and organising them into coherent narratives. This process included comparisons between interviews, respondent groups, and segments of data assigned to specific codes or themes. The aim is to highlight and explicate any discernible differences and similarities within the data to allow the researcher gain deeper understanding of the underlying narrative that explains the emergence of these differences and similarities.

As the Researcher code and recode during the initial coding process, effort was made for the codes and categories to be more refined, and to look for patterns and connections between codes to form themes. This process moves the Researcher from having a higher number of codes to a smaller number of themes. Based on the interview transcripts, there were 1,308 raw codes identified and categorised into unique "Open Codes, Super Codes, Super Super Codes and Shared Codes" as in Figure 2.

Figure 2: Number of Open Codes, Super Codes and Super Super Codes.
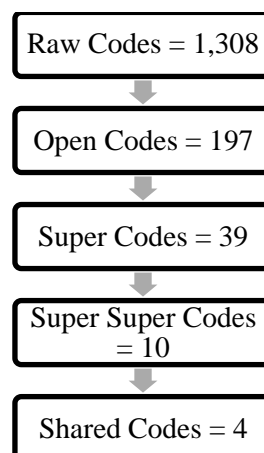
3.4. Validity and Reliability

Validity was further ensured through follow-up interviews to clarify ambiguous issues, thereby achieving a more in-depth and comprehensive understanding. These measures enhanced the substantive rigor of the findings, augmenting the reliability and trustworthiness of the research, and improving the overall quality and robustness of the study. Hence, the Researcher appointed two raters in ensuring the credibility and trustworthiness of the research findings. Inter-rater reliability measures the degree of the differences in ratings between independent raters on the same artefact. This step helps prevent incorrect coding before the analysis progresses from the raw data to a more abstract conceptual framework and to also enhance the reliability of data analysis of interview transcripts.

The Researcher used percent agreement (the number of times raters agreed divided by the total times they scored) to check how often raters gave the same scores. Based on the two raters, agreement for all codes were calculated in Table 2. A total of 1,308 codes were evaluated by both raters. Rater 1 agreed on 1,292 codes, resulting in an agreement rate of 98.78% (1,292 out of 1,308 codes). Rater 2 agreed on 1,141 codes, yielding an agreement rate of 87.23% (1,141 out of 1,308 codes).

Table 2: Inter-rater Agreement Percentage

Total Codes = 1,308	Rater 1	Rater 2
Agreement Rate	1,292	1,141
Percentage (%)	98.78	87.23

The high agreement rate of Rater 1 indicated strong consistency in their assessments compared to the total codes. Although Rater 2's agreement rate was slightly lower, suggesting some differences in evaluation, the overall consistency between the two raters enhances the credibility of the research findings. This consistency across raters contributes significantly to the validity of the qualitative analysis.

3.5. Content Analysis

The interviewees' words might not align with the Researcher's interpretation. Misunderstandings may occur if interviewees are not completely truthful, struggle to articulate their thoughts, or say what they believe the Researcher wants to hear (Bengtsson, 2016). Therefore, secondary data sources were identified and analysed to explore the variety of messages and draw inferences from different sources, identifying content of the messages in order to portray a concrete conclusion from the data collected which involved categorising patterns, themes, and meanings within the content. The content came from a wide variety of sources namely books, public reports, news, etc. Content was analysed by breaking it up into conceptual chunks that were then coded or named. Analysis was conducted on four documents: (i) Sustainable Development Growth, (ii) Digital Government Competency and Capability Readiness, (iii) National Anti-Corruption Plan 2019 – 2023, and (iv) Malaysia Annual Budget. The secondary sources used in this study and their citations are provided in Table 3.

Table 3: Types and Descriptions of Secondary Sources Used

Secondary Sources	Description
Sustainable Development Growth (SDG) reports	An annual overview of progress towards the 17 Sustainable Development Goals set by the United Nations that assesses global and regional trends, highlighting achievements and challenges. In addition, the SDG Report is also produced once every four years to inform the quadrennial SDG review deliberations at the General Assembly. It is written by an Independent Group of Scientists.
Digital Government Competency and Capability Readiness (DGCCR) 2018	A platform to develop the digital competence and capability of civil servants at every level and role in an effort to offer the best digital service delivery to the people. The framework assesses the preparedness and ability of government institutions to implement digital transformation initiatives.
National Anti-Corruption Plan (NACP) 2019 – 2023	A Malaysian anti-corruption policy aligned with public expectations for a more transparent, accountable, and corruption-free nation that fosters a culture of integrity.
Malaysia Annual Budget	An annual budget presented by the Federal Government to identify government revenue and expenditure proposals and forecast the state of the economy for the coming year.
Newspaper and web-page articles	Local news sources published articles highlighting on public service delivery, as well as articles providing insights about public complaint management.

3.6. Triangulation

This research used within-method triangulation as it includes asking open and closed questions in the same questionnaire and compare the outcome from two different approaches applied to the same people as executed in semi-structured interview and focus group. Triangulation refers to the observation of the research issues from at least two distinctively atypical points. It is generally described by Jick (1979) as the application of various research methods towards investigating similar phenomenon. This is where the research data were validated through triangulation that involved comparing data discovered from the interview, content analysis, and inter-rater validity as shown in Figure 3.

Figure 3: Triangulation Framework
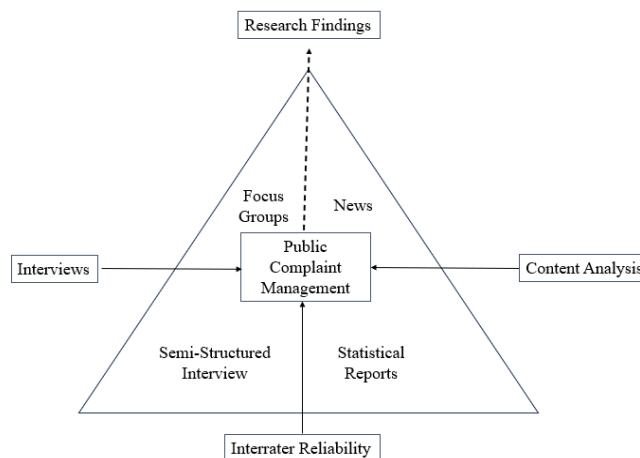
Furthermore, the use of triangulation involving various approaches enables the exploration of distinct facets of the research topic, including professional practices and

self-awareness regarding one's actions and routines. This interview approach seeks to purposefully combine the strengths of both the semi-structured interview and narrative methods to provide complementary insights into the research topic through the interviewees' firsthand experiences.

4. Results

4.1. Triangulation of Document Analysis and Research Findings

Results of document analysis are then triangulated with research data. It helps in substantiating the reliability and validity of the data if the assumptions drawn are approximately similar (Jick, 1979). The findings are summarised in Table 4.

Table 4: Triangulation of Document Analysis vs Research Data Findings

Criteria	Document Analysis	Research Findings	Deduction
Complaint Volume	Malaysia Sustainable Development Goals (SDG) Goal 16: Peace, Justice and Strong Institutions - Indicators of 16.6.2 (Proportion of Population Satisfied with Their Last Experience of Public Services) showed fluctuating results from 2016 to 2021.	The number of public complaints from 2016 to 2021 has shown a consistent upward trend over the years.	The fluctuating results of public's satisfaction towards public services is inconsistent with the rise in complaint volume from the year 2016 to 2021. However, it indicates a critical need for heightened attention and competence as public expectations rightfully call for enhanced service delivery from the government.
Organisation and Individual Competencies	Digital Government Competency and Capability Readiness (DGCCR) emphasises on developing organisational capabilities internally based on the unique combination of processes, technologies, and individual abilities. highlighted on having sufficient individual knowledge to perform tasks where that knowledge can be obtained through learning, training, and experience.	The knowledge bank module was left blank and unused, indicated lack of effort to preserve organisation knowledge. The PCB employees practised individual knowledge that was developed over time through continuous self-learning, formal training, and experience.	Competent civil servants contribute to efficient and effective public service delivery. DGCCR helps to fulfil this aspiration. Even though the government has introduced several initiatives to implement individual and organisational knowledge adoption through continuous learning, this initiative has received less attention and acceptance for capturing and preserving organisational knowledge.
Continuous Learning	Digital Government Competency and Capability Readiness (DGCCR)	The Complaint Officers translate and make sense of the complaint information through	Continuous or lifelong learning increase employees' experiences in performing their daily

Criteria	Document Analysis	Research Findings	Deduction
	The DGCCR supports SDGs 4: Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all.	experiences and continuous training in performing their task, which they claimed as 'learn by doing'.	task
Digital Initiative and Technology Usage	Digital Government Competency and Capability Readiness (DGCCR) The DGCCR supports SDGs 8: Decent Work and Economic Growth under the implementation of the Robotic Process Automation (RPA) digital initiative. National Anti-Corruption Plan (NACP) 2019 – 2023 The government might employ technology by putting in place systems with safe audit trails and automated processes to combat corruption organisations. In this way, it will gain the trust of its customers.	*"To implement AI will involve cost. Furthermore, the vendor who developed the new SISPAA does not have the capacity to do so. To add AI as one of the features in SISPAA 2.0 will cause delays to the project development".* *"SISPAA can cater to everything. You can see how comprehensive the system that we developed. We have a unique ID and password to access SISPAA".*	The government has taken steps to use digital technology in its services such as automated processes and strengthening the government's security system in an effort to increase public's trust. However, budget constraints at the agencies level are seen to be hampering this effort causing the initiatives at the national level to be inconsistent with the organisation's goals
Public Trust	National Anti-Corruption Plan (NACP) 2019 – 2023 The public's trust in government operations is largely reliant on accountability and openness. Even while law enforcement organisations work hard to provide the finest services possible, public have always doubted their reliability.	*"People do not have the trust to report to the agency, even for a first time complaint, they will go straight to PCB to complain. It is about people's trust. If they make complaints to PCB and the issue is resolved, whereas when they complain to the agency it is no avail, so they will continue to complain to PCB, they will use PCB complaint channel".*	Public's trust with government services is always a question in most initiatives that are being introduced and demand for continuous improvement from the government in its public service delivery
Engagement and Collaboration	Digital Government Competency and Capability Readiness (DGCCR)	The PCB uses the complaints data to improve SOP which seems to be outdated	Internal and external collaboration of the government with other agencies and its

Criteria	Document Analysis	Research Findings	Deduction
	Individual Capabilities in DGCCR emphasises on building strong relationships with others (including citizens) to foster better collaboration in designing services that meet the citizen's needs.	and related to their daily operations. Complaints data are shared to other government agencies for them to use in their engagement session with the *rakyat* and local authorities.	continuous engagement with the public helps to improve governance and outdated policies to meet the citizen needs accordingly

Based on the triangulation of document analysis and research findings, we can conclude that despite the fluctuations and inconsistency in population satisfaction related to SDG Goal 16, the increasing complaints volume underscores a critical need for the government to pay heightened attention and demonstrate competence. The public rightfully expects improved service delivery. Furthermore, the increasing number of complaints forwarded by the public to PCB serves as a clear indication that there is a continuous and persistent demand for good services from the government. The two elements of DGCCR, the Organisation and Individual Competencies and Continuous Learning, increased employees' experiences in performing their daily task where management competence is developed from knowledge, skills, and behaviour to manage things.

The competency of civil servants is continually enhanced through training programs at public training institutes and e-learning platforms such as the Public Sector e-Learning (The Star Online, 2019). This is also become the call-to-action of the government to increase the performance of Malaysia's civil service which has been declining since 2014, as testified by a World Bank report (Sim & Chung, 2019). Similarly, in the PCB, the efficiency of handling complaints by the Complaints Officers depends on the continuous learning programme practiced by the organisation and knowledge sharing sessions which enhance their ability to understand complaints cases.

Apart from that, the DGCCR and NACP also emphasised on the digital initiative and technology usage as an effort for government transparency which allows for the public to learn about agency operations, the actions of officials, and their decision-making processes to increase public's trust. However, budget constraints at the agencies level are seen to be hampering this effort causing the initiatives at the national level to be inconsistent with the organisation's goals. This is supported by the employee's statement: *[Securing budget approval is challenging, especially given our limited financial resources at PCB].*

In addition, public's trust with government services is always a question in most initiatives that are being introduced. It demands continuous effort from the government to improve its public service delivery. The more satisfied the public with government services, the more they trust their government (Beeri et al., 2019; Lanin & Hermanto, 2019). Moreover, they are becoming more calculative in evaluating the services given to them to emphasise the tax value they paid to the government.

In terms of collaboration, in recent years it has been at the centre of efforts by the government to reform and enhance its capacity for service delivery. Internal and external collaboration with other agencies and its continuous engagement with the

public helps to improve governance and outdated policies to meet the citizen needs accordingly. Within collaborative efforts, a clear understanding of information sharing between government agencies becomes crucial. This understanding acts as a catalyst for robust governance, especially in the context of ICT use. Through a comprehensive DGCCR approach involving all Federal and State levels, issue of digital change, if any, can be minimised. Thus, the PCB's collaboration with other government agencies, especially in resolving complex complaints is one of the most effective efforts in managing complaints. It is not only able to solve public complaints in total and avoid repeated complaints, but also able to improve government procedures and governance that may have become outdated.

4.2. Emergence Code and Theme - Training and Development for Employees and Varied Individual Knowledge Practice in Complaint Management

Resulting from the twelve interview transcripts, there were 1,308 open or raw codes identified. Summary of the relationships between Interviewees and Open Codes, Super Codes and Super, Super Codes are illustrated in Figure 4.

Figure 4: Relationships between Interviewees and Codes

Based on the relationships diagram, the Super Code "Training and development for employees" and the theme "Varied individual knowledge practice in complaint management" emerged in all the twelve Interviewees' statement. This explains "Training and development for employees" influences "Varied Individual Knowledge Practice in Complaint Management" the most. Varied Individual Knowledge Practice in Complaint Management is defined as specific actions and routines that an individual engages which are influenced by an individual's cognitive abilities, learning styles, and experiences and play a crucial role in their ability to utilise knowledge effectively in making decisions for complaints management". Referring to the definition, varied individual knowledge practices within PCB have been influenced by employee training and development activities. Programmes like online courses and mentorship have notably improved employees' ability to manage public complaints, especially when interpreting and understanding the complaints received. The benefits of getting training and mentoring

from the Director General himself was indeed recognised by the employees. This was supported by their statement: *[Through proper training and guidance from the Director General, has managed to develop a quality officer, who consistently meets the standard set. In my opinion, this mentoring programme is effective]*.

For knowledge to become explicit, it needs to be captured systematically and stored in the organisation. However, from the study, there was no clear evidence for this tacit knowledge to be refined and stored within the organisation. This was acknowledged by the employees who quoted that the knowledge bank module of the complaint management system remains empty, with no information stored in the system. The reason behind this was the perceived lack of user-friendliness in the system. Unfortunately, this underutilised knowledge bank has negatively impacted the knowledge capture process, affecting how knowledge is represented within the PCB's repositories. As a result, the employees operated under the circumstance of varied individual knowledge in managing complaint and further induced by distinct personal experiences, causing incoherence practices in managing complaints.

4.3. Operating in Black Box Environment – Knowledge Dissipation and Evaporation

The varied individual knowledge practise has led to the discovery of black box in managing complaints. It happened because there is no formal knowledge management practise, mainly knowledge capture and knowledge organisation established in the organisation. Therefore, the black box is an ambiguity that exist in the complaint management environment because the Complaint Officers relied much on their experiences and wisdom to comprehend or make sense of every complaint received.

The black box consisted of Knowledge Dissipation and Knowledge Evaporation, the two concepts related to the loss or reduction of knowledge within an organisation. Dissipation refers to the act of gradually disappearing or dispersing. In the knowledge management field, knowledge dissipation refers to the process or phenomenon of knowledge spreading or dispersing within an organisation (Gattai & Molteni, 2007). Thus, in the context of managing public complaints, knowledge dissipation refers to the loss or deterioration of information, or lessons learned from past complaints handling processes. Knowledge Dissipation discovered in this study is mainly caused by ineffective knowledge capture and knowledge organisation within the PCB that occurs gradually over time.

Knowledge evaporation is the antithesis of knowledge consolidation where the loss of valuable knowledge, if not actively maintained or utilised, can become less accessible or useful over time. It often occurs when knowledge becomes outdated or irrelevant, where knowledge gradually loss or diminishing of valuable insights. Knowledge evaporation can occur more suddenly or rapidly, especially in response to inefficiency in capturing tacit knowledge, resulting in the valuable experiences of employees evaporating or going missing internally within the organisation. Complaint Officers have to experience the hassle of handling complaint cases as they quoted 'learn by doing'. This is because there is no mechanism established to preserve organisational knowledge that can be regarded as complaint management best practices to be referred to. Therefore, in managing complaints, employees need to reuse the knowledge stored in the organisation's repository because the iterative process and learning from the outcomes of previous decisions contribute to improving future decision-making approaches.

4.4. Folksonomy Practice in Managing Complaints

Even though the employees are equipped with guidelines, circulars, and standard operating procedure (SOP) that they used as reference in managing complaints, instead, they practised folksonomy, an informal knowledge management practice where manual classification and indexing were performed when managing and resolving complaints. Folksonomy allows the employees to tag resources with keywords, providing instant visibility for reference. However, the tags can be ambiguous or context dependent. For example, if an employee tags complaints data as "feedback", it could refer to either positive or negative feedback from the Complainant, or feedback received from other relevant agencies involved in managing complaints.

Folksonomy is defined as a form of classification and manual indexing on the web. Thomas Vander Wal first used the phrase in 2004 to describe the way people owned and annotated information on social networking sites like Facebook using their own language, as opposed to the website hosts' pre-established categories (Andrews et al., 2010; Kumari & Pandit, 2018) to define the process through which users owned and tagged the content of social networking websites such as Facebook with their own words, rather than website hosts pre-defined categories. Reflecting the name, folksonomy is a harmonious blend of 'folk' and 'taxonomy'. It is a personal tagging of information, a form of annotation with metadata that help in indexing that maximises the opportunities provided by the new web technology associated with web 2.0 and cloud computing (Khan, 2017; Peters & Stock, 2007; Trant, 2009). When user is creating their own tags or labels to content such as bookmarking or photo sharing, they create a folksonomy. Unlike rigid taxonomy, folksonomy is a method of indexing documents. It empowers users to capture the richness of everyday language, where users tag content with terms they find meaningful, relevant of personally significant. However, problem arise when the people (folk) stop tagging or tag differently that hinder cohesive knowledge capture and organisation.

4.5. Knowledge Loss as a Result of Varied Individual Knowledge Practice

According to the study, knowledge loss occurs due to the user-generated folksonomy. In this case, Complaint Officers contribute tags or labels to complaint data, and these tags reflect their individual perspectives, language, and mental models. User-generated tags can be ambiguous or context-dependent where different users may tag similar content with varying terms. Without standardised vocabularies, finding related information becomes challenging and over time, some tags lose relevance or fall into disuse. Consequently, contribute to knowledge loss.

It is largely known that public sector organisations are knowledge-intensive organisations, and knowledge loss can happen in multiple stages of knowledge capture, or the knowledge does not even reach the capture process. As a result, knowledge was not passed to the organisation to store. It happened because of the lack of procedure for gathering and organising knowledge in the PCB during the complaint handling process. Hence, an effective knowledge sharing within and across departments is the prerequisite to better utilisation of resources in government service delivery (Hapsari, 2023; Majid et al., 2019; Naziz, 2021). Employees need to use this knowledge in the workplace to make decisions and solve issues. They could share and ask about information or knowledge they have not yet understood to expand their understanding

about something because sharing knowledge could be one medium for them to get new or exchange knowledge (Widyarini et al., 2022).

Knowledge loss can occur due to employee departures, resistance to learning, or information technology failures. For instance, when individual knowledge is not captured and codified at the organisational level, or when organisational knowledge is not maintained and subsequently forgotten, it cannot be reused, resulting in knowledge loss. Therefore, knowledge capture of what is largely tacit knowledge, which is highly abstract and closely related to 'know-how' has become necessary (Stephen, 2022; Zammit et al., 2018) and needs to be properly captured. Knowledge capture is the process of systematically collecting, organising, and documenting information, expertise, and insights from various sources within an organisation or research context for the purpose of preserving and making accessible valuable knowledge assets (Bhatt, 2000; Shapiro, 1999). Researchers such as Nonaka (1994), and Nonaka and Takeuchi (1995) have used the concept of explicit and tacit knowledge by Polanyi (1967) in characterising knowledge.

Typically, explicit knowledge is easy to articulate, capture and distribute. In contrary, tacit knowledge is difficult to capture, codify and distribute. Hence, a systematic process of capturing knowledge, including mechanisms for transferring knowledge from individuals or teams to the organisation, mainly the right knowledge, should be established for the development of organisational knowledge. A key challenge in knowledge management is integrating this varied knowledge from various sources, especially for implementing data-driven decision-making. Therefore, documenting important decisions as part of knowledge capturing process is crucial for future reference to allow organisational members to learn from past events, and to support newcomers in adjusting into the organisation. Next, is to organise this knowledge so that it becomes structured and explicit, by transcribing and storing it.

5. Conclusions

Managing public complaints is a critical aspect of governance, requiring well-informed and strategic decision-making. The increasing number of complaints forwarded by the public served as a clear indication that there was a continuous and persistent demand from the *rakyat* for good services from the government. The PCB is the only government agency that is responsible in managing public complaints; hence, the personnels' experiences and knowledge are invaluable assets to ensure efficiency in complaint management. Ultimately, it is crucial that the *rakyat*'s voice is heard because in due course, they will evaluate the effectiveness and quality of service delivery provided to the *rakyat* by the government. However, operating under the circumstance of varied individual knowledge in complaint management and further induced by distinct personal experiences and tacit knowledge had cause incoherence practices. This further prompted knowledge dissipation and evaporation where knowledge gained, or lessons learned from prior complaints handling processes deteriorate and become obsolete or irrelevant. The inefficiency in capturing and organising knowledge has been pinpointed as a central problem in handling public complaints, resulting from the folksonomy practice. Besides, the storage and retrievals of information from various sources have impacted complaint resolution time because of the delay in decision-making process by government officials who are responsible at managing public complaints. Nevertheless, this ineffectiveness is nondeliberate because the officials require time to discern and

comprehend the complaints data; thus, the need of an effective and pragmatic approach in addressing public complaints.

Therefore, effective knowledge capture is crucial for organisations to retain and leverage valuable knowledge, insights, and best practices (Balasubramanian et al., 2020; del Amo et al., 2022; Naziz, 2021). Leveraging technology and knowledge management tools can significantly aid in knowledge capture and knowledge organisation (Fannoun & Kerins, 2019; Mansfield et al., 2021) because these tools can facilitate capturing, organising, searching, and retrieving knowledge, making it easier for employees to access and utilise the captured knowledge. As a matter of fact, there is a necessity for the government to develop a common knowledge management framework and data management, specifically governance of organisational data to support the decision-making process.

This study discovers that the practice of knowledge capture and organisation does not exist in the PCB. Research findings revealed that there is no establishment of procedures or knowledge management initiatives being introduced in the organisation despite the organisation is conscious about the human resource issues that are happening in the organisation. The findings clearly indicate that varied individual knowledge is being practiced rather than organisational knowledge and this prone to knowledge loss issues. Results also suggest that the PCB needs to seriously consider implementing knowledge management effort into account because the effective management of public complaints plays a critical role in ensuring efficient and impactful delivery of public services. Furthermore, the PCB operates in a multiunit organisational structure and interorganisational relationships environment where they interact with state offices, ministries, and other government agencies throughout the nation in managing complaints. There is a need to ensure smooth transition and continuity of knowledge capture and knowledge organisation initiative.

Even though they have the complaints data to perform analysis, their documentation resides individually in every unit, departments, or state office and any changes required to the document will be updated individually by each employee. Furthermore, knowledge loss in the capture process means that no new knowledge is stored in the organisation. As a result, the organisation is at risk in facing knowledge loss issue that will impact their desired results in making decision for better complaint management. Despite the employees can access organisational knowledge by referring to existing documentation such as the guidelines and SOPs, they are still required an integration of expertise from other individuals. This is because new knowledge could only exist in an individuals based on their personal effort that they think can help them in managing complaints and make quick decisions Therefore, managing knowledge loss is crucial for ensuring success in managing complaint that will results in higher complaint resolution rate. Actions must be taken to avoid more knowledge loss effects in the organisation. This can be performed by having the right tools and techniques under the wide range of knowledge management practises, including knowledge capture and knowledge organisation. Generally, knowledge management has many processes comprising knowledge acquisition, knowledge capture, knowledge storage, knowledge retrieval, etc. There is a need to further explore the knowledge management processes holistically towards developing organisational knowledge culture in the PCB.

This study contributes to the body of knowledge in various ways. Firstly, it has significant contribution to the academic field of public service administration that

supports evidence-based policy development for policymakers, while aiding in informed decision-making for improved public service delivery. Secondly, it has provided awareness about the importance of knowledge management, mainly knowledge capture, in addressing public complaint. Thirdly, knowledge loss risk has been explained with the discovery of Knowledge Dissipation and Evaporation. Fourthly, it has generated a better understanding of the public complaint management that is managed by the PCB and how managing complaint could be implemented in more effective to improve public service delivery. Finally, this study contributes to the diversity of qualitative research methods through the combination of the Researcher's analytical thinking and the use of relevant software such as Microsoft Office (Microsoft Word and Excel) and Microsoft Power BI in conducting the research. Although the use of these software is to assist development of the study, the ability to analyse research data falls completely on the Researcher in answering the research objectives.

Ethics Approval and Consent to Participate

The researcher ensures the dignity of interviewees is maintained throughout the research process, addressing ethical issues before, during, and after the study. Prior to the study, permission was obtained from the Human Resource Management Unit (HRMU) of the Public Complaint Bureau (PCB) to interview relevant personnel. Informed consent was secured, ensuring interviewees were fully informed about the research purpose, required information, their participation, and potential impacts. In addition, a cover letter from Putra Business School outlining the need for the interviews was provided to the PCB for reference.

Conflict of Interest

The authors declare no conflicts of interest related to this work, ensuring there are no potential conflicts concerning the research, authorship, or publication of this article.

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