

## Evaluation of Public Services through the "Lapor Pak Yes" Program at the Communication and Informatics Office of Lamongan Regency

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### ARTICLE INFO

*Keywords:* Public Service, Lapor Pak Yes, Policy Evaluation

*Received :* 25 October

*Revised :* 18 November

*Accepted:* 10 December

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### ABSTRACT

This study aims to evaluate the implementation of the "Lapor Pak Yes" program initiated by the Communication and Information Technology Office of Lamongan Regency as an innovation in public service. The program is designed to accelerate the resolution of public complaints through various communication channels, such as WhatsApp, Instagram, Telegram, and the national platform SP4N-LAPOR!. This research utilizes Dunn's (2003) policy evaluation theory, which includes six main criteria: effectiveness, efficiency, adequacy, equity, responsiveness, and appropriateness. A qualitative approach was employed in this study, with data collection techniques including in-depth interviews, observations, and document analysis. The study involves various stakeholders, including local government officials and community members who actively use the "Lapor Pak Yes" program. The data collected highlights findings regarding the program's effectiveness in addressing public complaints, the challenges faced, and its impact on improving the quality of public services. The findings reveal that although the number of complaints received was relatively high, with approximately 319 reports related to civil services in 2022, the rate of complaint resolution remains low. Around 40% of reports concerning infrastructure issues, such as road repairs and flood management, were not promptly addressed.

## **INTRODUCTION**

Public services play a central role in achieving good governance (Adiningsih, 2022). As one of the essential elements in the governance system, efficient and responsive public services not only ensure the success of state administration but also have a direct impact on improving citizens' quality of life. As stated by the UNDP (2007), one of the indicators of a country's success in achieving good governance is its effectiveness and efficiency in delivering public services. Good services are key to building public trust in the government, which can create better social, political, and economic stability (Haryono, 2019). Therefore, the development of a public service system that is transparent, timely, and easily accessible to the community is crucial in achieving the goals of good governance.

However, Indonesia remains challenged to provide optimal public services remain significant. According to Bappenas (2019), although the government has made efforts to improve the quality of public services through various policies and bureaucratic reforms, several structural issues still pose major obstacles. Complicated bureaucracy and lack of transparency in service processes are still frequently encountered, both at the central and regional levels. This often leads to public dissatisfaction with the services provided. Complicated and inefficient administrative processes slow down the resolution of public issues and create legal uncertainties, which reduce the effectiveness of the services received by the public. Additionally, low accessibility and quality of information often become obstacles, further exacerbating social and economic disparities in society.

In a study conducted by the Indonesian Public Service Index (IPSI) in 2020, it was found that 37% of Indonesians still find it difficult to access public services efficiently, especially in remote areas. Furthermore, public participation in the government decision-making process tends to be low. The lack of transparency in policy implementation and weak accountability of government officials often make the public feel excluded from the governance process (Ani Lestari Ratna & S. Agus Santoso, 2019). To create better public services, structural reforms are needed that not only focus on bureaucratic efficiency but also pay attention to transparency, accountability, and public participation. This is crucial for the government to build public trust and ensure a clean, transparent, and accountable administration.

Digital transformation in public services has become a rapidly growing global trend. Along with technological advancements, many countries have begun implementing digital applications and platforms to enhance the efficiency and effectiveness of interactions between the government and the public (Nurlaila & Nurhasanah, 2024). According to Pohan et al. (2024), countries around the world are increasingly recognizing the importance of digitalization in public services as an effort to improve service quality, increase accessibility, and accelerate responses to community needs. The utilization of digital technology, such as public service portals, complaint applications, and web-based information systems, allows the public to access services more quickly and easily. This digitalisation also enables the collection of more accurate and transparent data, supporting better and more responsive policymaking.

In Indonesia, the government has committed to adopting digital technology to improve the quality of public services through various digital transformation policies and programs (Siti, 2019). In the National Medium-Term Development Plan (RPJMN) 2020-2024, the government targets the development of e-government and the utilization of digital information systems as one of the main pillars to enhance bureaucratic performance and the quality of public services. According to the Ministry of Administrative and Bureaucratic Reform (Kementerian PAN-RB, 2021), one of the achievements in digital transformation in Indonesia is the launch of the Electronic-Based Government System (SPBE), which integrates various public services online to facilitate public access to government services. Programs such as *Lapor!* and the Civil Service Management Information System (SIMPEG) are examples of applications that allow public and civil servants to interact directly with the government. This digitalization not only accelerates the service process and enhances transparency and accountability in governance.

The "Lapor Pak YES" program is an innovation in complaint services initiated by the Communication and Information Technology Office of Lamongan Regency as a responsive effort to meet the community's needs in improving the quality of public services. Aligned with the Lamongan Regency Government's commitment to reform bureaucracy and provide more transparent and efficient services, this program serves as a solution to facilitate direct interaction between the public and the government. According to the Ministry of Administrative and Bureaucratic Reform (PAN-RB, 2020), integrated and easily accessible complaint services are key indicators for improving the quality of public services and strengthening the relationship between the government and the community.

By using various digital platforms, such as WhatsApp, Instagram, and Telegram, this program seeks to bridge communication between the government and citizens in a more direct and effective manner. The primary goal of the "Lapor Pak YES" program is to make it easier for the public to convey aspirations, complaints, and reports related to public services provided by the local government. The programme is designed to ensure that every report received can be promptly addressed by the relevant authorities so that citizens feel valued and that their concerns are given proper attention. A study conducted by Aziz et al. (2021) stated that responsive and easily accessible complaint channels are highly effective in increasing public satisfaction and expediting improvements in government services. By providing a platform that allows citizens to directly voice their concerns, the programme also aims to accelerate the resolution process for complaints and to provide transparency in problem-solving.

Evaluating the "Lapor Pak YES" program is crucial for understanding the extent to which the program's objectives have been achieved and identifying areas that require improvement. According to Warman et al. (2023), structured evaluations in public service programs enable governments to gain the necessary feedback to assess the effectiveness and efficiency of policies. Without systematic evaluation, it is difficult to determine whether the program meets public and government expectations. Therefore, evaluation not only serves to measure goal achievement and to identify obstacles that may exist in implementing technology in public services and to provide a solid foundation for better decision-making in the future.

## **LITERATURE REVIEW**

### **Policy Evaluation Theory**

Policy evaluation refers to activities designed to assess the extent to which the benefits of a policy or government programs have been realized (Riisyie Rantung, 2024). Policy evaluation involves specific techniques and measurement methods, which include analysis procedures and the formulation of policy recommendations. The success of a program is determined by the alignment between the planning agenda, implementation stages, and the continuity of activities as an impact of the program itself. For government programs or activities, the evaluation system is regulated under Government Regulation of the Republic of Indonesia Number 39 of 2006 concerning Procedures for Monitoring and Evaluating the Implementation of Development Plans, which states that evaluation is a series of activities comparing the realization of inputs, outputs, and outcomes against plans and standards.

According to Dunn (2003), there are six types of policy evaluation criteria as follows:

1. **Effectiveness:** Effectiveness relates to whether an alternative successfully achieves the desired outcomes or objectives of the actions taken. This criterion is closely linked to technical rationality and is typically measured based on the units of products or services, or their monetary value.
2. **Efficiency:** Efficiency refers to the amount of effort required to achieve a certain level of effectiveness. It is synonymous with economic rationality and is the relationship between effectiveness and effort, typically measured based on monetary costs.
3. **Adequacy:** Adequacy relates to the extent to which the level of effectiveness can meet needs, values, or opportunities that create the problem. This criterion emphasizes the strength of the relationship between policy alternatives and the expected outcomes.
4. **Equity:** Equity is closely tied to legal and social rationality and refers to the distribution of impacts and efforts among different groups within society.
5. **Responsiveness:** Responsiveness pertains to the extent to which a policy can meet the needs, preferences, or values of specific groups in society. Responsiveness is crucial because an analysis that satisfies all other criteria, such as effectiveness, efficiency, adequacy, and equity, will still fail if it does not address the actual needs of the groups intended to benefit from the policy.
6. **Appropriateness:** Appropriateness is a criterion closely associated with substantive rationality, as the assessment of policy appropriateness does not relate to just one individual criterion but rather to two or more criteria simultaneously. Appropriateness refers to the value or importance of a program's objectives and the strength of the assumptions underlying those objectives.

#### **Public Service Innovation Theory**

Osborne and Brown (2005:116), as cited in the study by Wigrha Idwar (2022), state that innovation refers to the introduction of something new into a system, which is usually –but not always–carried out in a relative context, through the application (and sometimes invention) of new ideas. This innovation results in a transformation process that brings about significant changes, both to the subject itself (such as a product or service) and its environment (such as an organization, market, or community).

## **METHODOLOGY**

This research employs a descriptive qualitative approach aimed at evaluating the implementation of the *Lapor Pak Yes* Program at the Communication and Information Technology Office of Lamongan Regency and its impact on improving the quality of public services in the region. Empirical data were collected through interviews, observations, and document analysis to examine the effectiveness, efficiency, and benefits of this program in enhancing public participation and government transparency.

The focus of this research is to evaluate the impact of the *Lapor Pak Yes* Program on improving the quality of public services in Lamongan Regency. The study examines the program's implementation process, the challenges faced during its execution, and the effectiveness of the public complaint system provided.

The research location is a critical element in qualitative research, as it influences the depth of the analysis results. This study was conducted in Lamongan Regency, the main focus of the evaluation of the *Lapor Pak Yes* Program implemented by the Communication and Information Technology Office. The selection of Lamongan Regency as the research site was based on its relevance to the research objectives, namely to assess the effectiveness, efficiency, and responsiveness of this public complaint program..

## **RESULT AND DISCUSSION**

### **Public Service Innovation**

In this study, the researcher analyzes the *Lapor Pak Yes* Program as an innovation in public service implemented by the Communication and Information Technology Office of Lamongan Regency, using the policy evaluation theory proposed by Dunn (2003). This theory includes six types of policy evaluation criteria used to assess the effectiveness and success of the program: Effectiveness, Efficiency, Adequacy, Equity, Responsiveness, and Appropriateness. These aspects are examined through indicators designed by the researcher as follows:

#### **Effectiveness**

Effectiveness in policy evaluation refers to the extent to which a policy or program can achieve its intended goals or outcomes. Dunn (2003) states that effectiveness is closely linked to technical rationality and is generally measured based on the products or services delivered or their monetary value. The evaluation of effectiveness includes assessing the tangible impacts of the policy or program, as well as the extent to which the objectives set at the outset have been achieved in line with expectations. Effectiveness is not only measured in terms of quantity or output but also the quality of results produced by the policy.

In the *Lapor Pak Yes* Program at the Communication and Information Technology Office of Lamongan Regency, effectiveness can be measured by the extent to which the program achieves its main objectives: improving the quality of public services and making it easier for the public to submit reports or complaints. The success of the program can be observed through the frequency of platform usage by the community, the number of complaints addressed, and

the extent of responses or actions taken by the government for each complaint or aspiration submitted. If the program is effective, the public will feel more satisfied with the ease of access and the speed of responses provided, as well as the tangible impact of the complaints they have submitted.

Statement from Hasanudin, a resident of Soko Rayung Village, Glagah:

*"I reported the condition of damaged roads in our village through the Lapor Pak Yes Program a few months ago, but until now, no repairs have been made. The condition of the roads is very dangerous for drivers, especially during the rainy season. I feel disappointed because, even though I submitted a report, there has been no clear follow-up from the relevant authorities. People hoped that the government would respond quickly, but in reality, nothing has changed. This program should be more effective in addressing the reports that are urgently needed by the community, such as road repairs, so that it doesn't just remain on paper."*

Statement from Sujamil, a resident of Pedurungan Dukuh Tunggal, Glagah:

*"Residents around here are also concerned because we often help motorcyclists and car drivers who fall or have accidents in this area. I and the people around here hope the local government will immediately repair the damaged roads to ensure safe and comfortable travel. In fact, many roads in Lamongan are damaged, but they are not getting enough media coverage."*



Figure 1. Severely Damaged Alternative Road between Lamongan and Gresik

Based on interviews with Mr. Hasanudin and Mr. Sujamil, both expressed their disappointment with the Lapor Pak Yes Program regarding the handling of damaged roads they had reported, but no repairs have been made to date. Mr. Hasanudin stated that although the report was submitted several months ago, the dangerous road conditions remain unchanged. Similarly, Mr. Sujamil highlighted the frequent accidents caused by damaged roads and noted that the local government's response has been minimal. The community hopes that this program will become more effective in addressing complaints and ensuring concrete follow-up actions, particularly in repairing infrastructure that is critical for public safety.

From this, we can see that the effectiveness of the Lapor Pak Yes Program in addressing public reports, especially concerning road repairs, still needs to be thoroughly evaluated. The effectiveness of the Lapor Pak Yes Program is measured by how well the reports received by the Communication and Information Technology Office of Lamongan Regency are responded to and resolved in a timely manner. The program's success is reflected in the speed and accuracy of follow-up actions on community complaints. However, the facts show deficiencies in responsiveness to reported issues, such as unrealized road repairs.

The impact of this ineffectiveness includes a decline in public trust in the program, which could reduce community participation in using the service. Therefore, a comprehensive evaluation is necessary to improve the program's operational system by emphasizing better coordination among relevant agencies and expediting the complaint resolution process. This will ensure that the Lapor Pak Yes Program is not merely a formality but genuinely provides tangible benefits to the people of Lamongan.

### **Efficiency**

Efficiency in Dunn's policy evaluation theory (2003) refers to the extent to which a policy or program can achieve its desired outcomes using minimal resources. This concept connects the effectiveness of a policy with the effort or costs required to achieve it, where efficiency is measured by considering the ratio between the results achieved and the resources expended, whether in the form of human resources, time, or financial costs. The fewer resources needed to achieve the same goals, the higher the efficiency of a program.

In the Lapor Pak Yes Program implemented by the Communication and Information Technology Office of Lamongan Regency, efficiency can be evaluated based on how optimally the complaints received are handled using available resources. This program aims to receive and respond to public complaints quickly and effectively. However, its efficiency may be called into question if the complaint-handling process takes too long or involves unnecessary procedures. The use of technology, for instance, should accelerate communication flows between the public and the government while minimizing bureaucratic hurdles that delay problem resolution.

According to Mr. Dedi, Head of the Public Complaints Section at the Communication and Information Technology Office of Lamongan Regency:

*"I appreciate the innovation of the Lapor Pak Yes Program, which makes it easier for the public to quickly and directly submit complaints. In terms of efficiency, we are still facing several challenges. Many incoming reports require follow-up from multiple regional work units (OPDs), such as the Department of Population and Civil Registry, which often receives the most complaints regarding the quality of its services."*

Based on an interview with Mr. Dedi, he stated that the Lapor Pak Yes Program has indeed made it easier for the public to submit complaints and aspirations directly. However, many of the reports require follow-up from multiple OPDs, including the Department of Population and Civil Registry, which frequently receives the highest number of complaints regarding its service quality. The lack of fully optimized coordination among OPDs results in these reports taking longer to resolve. This indicates that, although the program has

been well-received by the public, efficiency in resolving complaints remains an issue that needs improvement.

From the explanation above, it is clear that the "efficiency" of the Lapor Pak Yes Program still needs to be enhanced to ensure that complaint-handling processes become faster and more effective. While the program has successfully facilitated communication between the public and the government, its efficiency is hindered by poor coordination among OPDs and overly complex procedures. As a result, although the public can easily access this service, complaint resolution is often delayed.

### **Adequacy**

Adequacy in policy evaluation relates to the extent to which a policy alternative is able to address existing needs or problems. It assesses whether the implemented policy provides sufficient solutions to the issues it aims to resolve. In the context of policy evaluation, adequacy refers to the strong relationship between the implemented policy and the expected outcomes, whether in the form of problem resolution or meeting the needs of the public. In other words, adequacy focuses on the extent to which a policy sufficiently and effectively addresses existing issues.

In the Lapor Pak Yes Program implemented by the Communication and Information Technology Office of Lamongan Regency, the criterion of adequacy can be seen from the extent to which this complaints service fulfills the public's needs to submit grievances and receive appropriate responses. The program aims to improve the quality of public services by providing easy access for people to report complaints related to government services. Adequacy in this case must also assess whether the service provided is sufficient to resolve the variety of issues reported by the public, whether they pertain to infrastructure, public services, or other social problems. The program must ensure that its capacity is sufficient to handle all incoming reports and deliver solutions that align with the public's expectations.

Adequacy here encompasses not only the capacity to handle complaints but also the extent to which the responses to these reports meet public expectations. For example, while the public may easily access this program, if the complaints submitted do not receive adequate solutions promptly, the adequacy of this program will be questioned. Therefore, evaluating the adequacy of this service is crucial, taking into account whether the Lapor Pak Yes Program can create tangible changes and meet the public's expectations in the long term.

According to Mr. Arief, a resident of Karangbinangun Subdistrict:

*"In my opinion, the Lapor Pak Yes Program is already quite good in providing ease for the public to submit complaints. However, regarding adequacy, I feel there are still shortcomings in terms of the solutions provided. Many reports, including issues related to infrastructure like road repairs and flood mitigation, take a long time to be addressed."*

Based on the interview with Mr. Arief, the Lapor Pak Yes Program has made it easier for the public to submit complaints. However, in terms of adequacy, there are still shortcomings in the solutions provided, particularly regarding infrastructure issues such as road repairs and flood mitigation. Although the reports have been received, the actions taken to follow up on these complaints often take a long time and frequently fail to resolve the problems in line with public expectations. This indicates that the program has not yet fully met the needs of the public optimally, especially in terms of the speed and quality of responses to submitted reports. According to available data, around 60% of service users feel that the program has not sufficiently met their expectations in terms of problem resolution, while 40% are relatively satisfied with the responses provided.

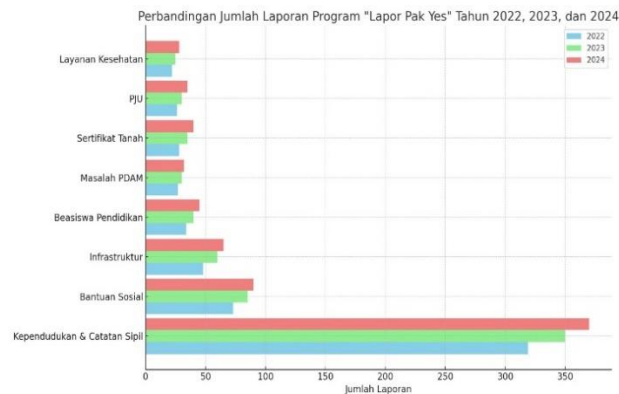


Figure 2. Reports of the "Lapor Pak Yes" Program 2022–2024

## Equity

Equity refers to the extent to which the outcomes of a policy or program are accessible fairly to all stakeholders. This principle encompasses not only the fair distribution of benefits but also equitable access and equal opportunities for all segments of society without discrimination. The principle of equity is often used to assess whether a policy or program can reach diverse groups of people, including the most vulnerable and underserved, in a proportional and fair manner.

The Lapor Pak Yes Program embodies the principle of equity by providing various complaint channels, such as WhatsApp, Instagram, Telegram, and Facebook, which make it easier for people from different backgrounds and regions to access the complaint services. These access points ensure that all layers of society, both in urban and remote areas, can submit their complaints without being hindered by technology or geographical barriers. Moreover, its integration with the SP4N-LAPOR! platform – which includes a website, SMS, and mobile applications – broadens its reach to those with limited internet access or digital devices. With these diverse channel options, the program promotes equitable access, creating a more inclusive and responsive complaints system that addresses the needs of the public proportionally and fairly.

## Responsiveness

Responsiveness refers to the ability of a policy or program to respond to the needs, expectations, and issues of the public promptly and accurately. Responsiveness emphasizes the institution's or government's capability to provide appropriate feedback to various demands or complaints submitted by the public. It is measured not only by the speed of the response but also by the quality of the solutions provided and the extent to which the program can adapt to the dynamics of real-world issues.

In the Lapor Pak Yes Program implemented by the Communication and Information Technology Office of Lamongan Regency, responsiveness is one of the key criteria in evaluating the quality of public services. This program is designed to facilitate the submission of public aspirations and complaints, aiming to ensure that the government can promptly respond to and address various issues. The responsiveness of the Lapor Pak Yes Program can be observed in how quickly reports are received, processed, and resolved, as well as how the government adjusts to the nature of the complaints submitted by the public. Citizens are expected to receive adequate responses within a reasonable timeframe, which would improve their trust in government institutions.

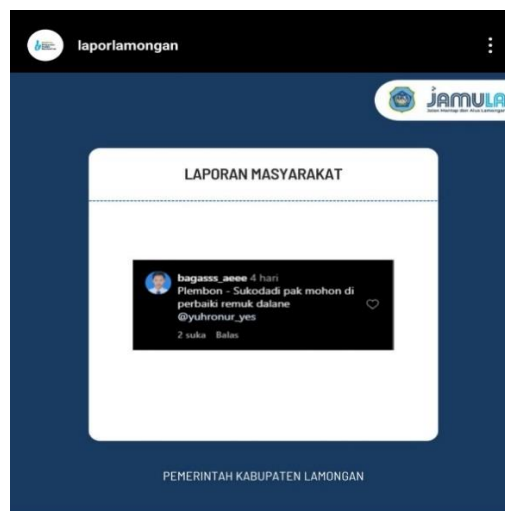


Figure 3. Community Complaints Regarding Roads



Figure 4. Government Response to Reported Road Repairs

The Lapor Pak Yes Program has demonstrated a relatively good level of responsiveness in addressing various public complaints, with some reports being followed up and receiving adequate solutions. Actions on public complaints, such as infrastructure repairs or administrative issues, have progressed as expected in certain sectors. However, despite this progress, there remain numerous reports that have yet to receive sufficient responses, particularly regarding issues such as Public Street Lighting (PJU), road damage, and flooding. These complaints, which represent urgent needs for the community, are still awaiting resolution, with some reports even remaining completely unaddressed. This indicates ongoing challenges in the program's ability to respond quickly and effectively to all types of reports, especially those requiring further coordination between agencies or sufficient budget allocations.

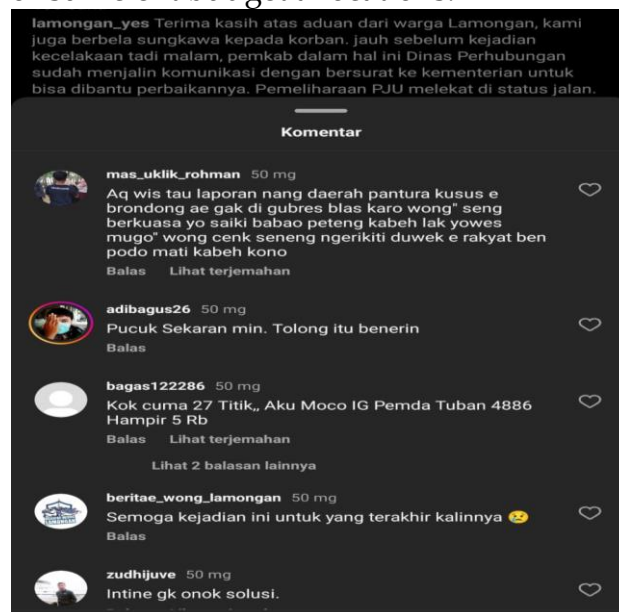


Figure 5. Reports Still Not Followed Up

### Appropriateness

Appropriateness is a policy evaluation criterion that assesses the extent to which the policies or programs implemented align with existing conditions and needs, as well as whether the chosen alternatives are the most suitable options for addressing the problems at hand. Appropriateness measures the fit between policy objectives and the existing social, political, and economic context, ensuring that the policies are relevant and effective in achieving the desired goals. In the context of appropriateness, it involves not only the alignment between policies and objectives but also the extent to which the policies can deliver maximum impact in addressing existing issues.

In the "Lapor Pak Yes" program, appropriateness can be seen in how well this program is able to respond to and resolve the problems faced by the community, as well as whether the complaint channels provided can reach all elements of society in an appropriate manner. The appropriateness of this program is reflected in the efforts to match the types of complaints with relevant actions, such as in the areas of infrastructure, administrative services, and social welfare. Although this program has been fairly appropriate in selecting complaint channels and striving to respond to various incoming complaints,

there are still challenges in implementing more targeted policies. Some types of complaints, such as issues related to street lighting, damaged roads, or flooding, require more coordinated and sustained handling among various relevant departments and agencies.

### **Challenges in the "Lapor Pak Yes" Program**

The implementation of the "Lapor Pak Yes" program at the Communication and Information Agency of Lamongan Regency faces various challenges that affect the success of this program in improving public services. Here are three main challenges that have the most impact on its implementation:

#### **Ineffective Inter-Agency Coordination**

One of the biggest challenges in the "Lapor Pak Yes" program is the lack of coordination between the Communication and Information Agency and other technical agencies, such as the Public Works and Spatial Planning Agency (PUPR) or the Population and Civil Registration Agency. Although public complaints have been received, many reports require follow-up from various agencies, such as road repairs or flood management, which often take a long time.

#### **Prolonged Problem Resolution**

Although many public reports have been received and addressed, the resolution of more complex issues, such as repairing damaged roads or managing floods, often takes a long time to complete. The lengthy processes in handling these complaints can reduce the effectiveness of the program in meeting the urgent needs of the community.

#### **Limited Access for Certain Communities**

Although this program provides various complaint channels that can be accessed by many groups, such as WhatsApp, Instagram, and the SP4N-LAPOR! application, there are still segments of the community that are not fully accustomed to or do not have access to this technology, especially in more remote areas.

## **CONCLUSION**

The conclusion of this study indicates that the "Lapor Pak Yes" program, implemented by the Communication and Information Agency of Lamongan Regency as an innovation in public service, has had a positive impact but still faces several challenges that affect its effectiveness. Based on field findings, this program has successfully reached the community widely by providing easily accessible complaint channels through various platforms such as WhatsApp, Instagram, Telegram, and SP4N-LAPOR!, which enable active participation from the public. However, there are still some complaints that have not received adequate responses or follow-ups, such as road repairs and infrastructure issues that require further coordination among relevant agencies.

In terms of effectiveness, although this program has successfully identified many community issues, the impact of some complaints has not been fully addressed. For example, reports related to road infrastructure repairs, flood management, and street lighting often do not receive prompt solutions. Based on the collected data, around 40% of the complaints submitted have not been followed up within a reasonable timeframe, indicating a lack of responsiveness and coordination among regional agencies. Therefore, further evaluation of the coordination system and follow-up on complaint reports is necessary to enhance the success of this program in the future.

## **RECOMMENDATION**

Based on the research findings, here are recommendations to improve the effectiveness of the "Lapor Pak Yes" program in public service in Lamongan Regency and its impact on resolving community issues:

- a. First, improvements are needed in the coordination system between the Communication and Information Agency and other technical agencies, such as the Public Works and Spatial Planning Agency (PUPR), the Population and Civil Registration Agency, and other related departments. One step that can be taken is to form a special team to follow up on community reports and expedite the communication flow and complaint handling. Utilizing digital platforms to monitor the status of complaint follow-ups in real-time can also help enhance coordination.
- b. Second, for issues that require longer resolution times, such as infrastructure repairs or disaster management, more efficient standard procedures need to be established. Relevant agencies can be given clearer deadlines for each type of complaint, and their performance can be evaluated periodically. Additionally, developing a more transparent reporting system, where the community can monitor the status of their complaints, can help reduce dissatisfaction.

Third, to ensure that the complaint services are accessible to all segments of society, including those in remote areas, training and outreach on the use of technology for reporting complaints are necessary. Furthermore, providing simpler complaint channels, such as direct phone services or mobile complaint units, can assist those who are less familiar with digital applications. The government could also collaborate with local organizations to facilitate access for marginalized groups.

#### **ACKNOWLEDGMENT**

You have the chance to express your gratitude to your colleagues who offered suggestions for your papers in this part. By creating this document, you may also express your gratitude for the grants you are receiving.

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