

## Effectiveness of Handling Human Rights-Based Public Complaints

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### Abstract

**Introduction:** This research examines the effectiveness of handling human rights-based public complaints at the Regional Inspectorate of Riau Islands Province.

**Purposes of the Research:** The aim is to evaluate the implementation, obstacles, and efforts to optimize complaint management.

**Methods of the Research:** Method used is an empirical legal research method with a statutory and empirical approach. Data were obtained through interviews, observations, and study of legal documents related to the handling of public complaints.

**Results Main Findings of the Research:** Results showed that although the regulatory framework exists, its implementation has not been optimal. The main obstacles include limited human resources both in number and competence, lack of socialization to the community, and weak legal structure and culture. This has led to slow processing of complaints and a low level of responsiveness to community needs. Recommendations include improving HR competencies through regular training, strengthening socialization to raise public awareness, and optimizing technology to support complaints management. These measures are expected to ensure respect for and fulfillment of human rights in public services, increase public trust in the government, and support clean and accountable governance.

**Keywords:** Public Complaints; Human Rights; Law Effectiveness.

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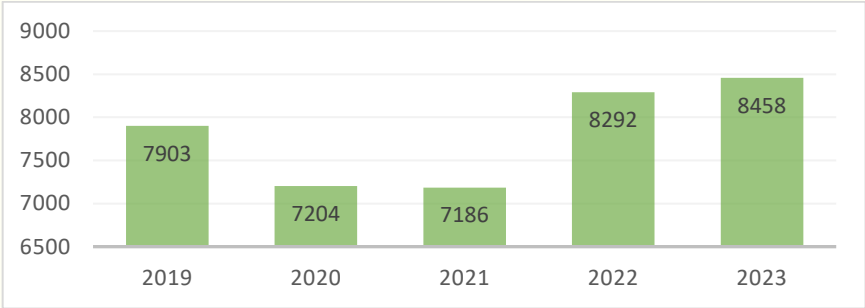
## INTRODUCTION

Public service is one of the government's efforts to meet the needs of the community related to goods, services, and administrative services <sup>1</sup>. Based on Article 15 letter i of Law Number 25 of 2009 concerning Public Services (Public Service Law), public service providers, in this case including the Riau Islands Provincial Government, are obliged to assist the community in understanding their rights and responsibilities to participate in maintaining and improving the quality of public services. However, in reality, the quality of public services in Indonesia, including in the Riau Islands, still faces various challenges. The annual report of the Ombudsman of the Republic of Indonesia shows an increase in the number of public complaints related to public services, which reaches thousands each year, including those from Riau Islands (See Charts 1 & 2). Problems that are often reported

<sup>1</sup> Laili Choirunnisa et al., "Peran Sistem Pemerintah Berbasis Elektronik (SPBE) Dalam Meningkatkan Aksesibilitas Pelayanan Publik Di Indonesia," *Sosio Yustisia: Jurnal Hukum Dan Perubahan Sosial* 3, no. 1 (2023): 71–95, <https://doi.org/10.15642/sosyus.v3i1.401>; Riska Chyntia Dewi and Suparno, "Mewujudkan Good Governance Melalui Pelayanan Publik," *Jurnal Media Administrasi* 7, no. 1 (2022): 78–90, <https://doi.org/10.56444/jma.v7i1.67>; Firdaus and Susi Lawati, "Keterjangkauan Informasi Dalam Pelayanan Publik," *Jurnal Ilmu Administrasi Dan Studi Kebijakan (JIASK)* 2, no. 1 (February 2020): 1–7, <https://doi.org/10.48093/jiask.v2i1.14>; Ni Ketut Riani, "Strategi Peningkatan Pelayanan Publik," *Jurnal Inovasi Penelitian* 1, no. 11 (2021): 2443–52, <https://doi.org/10.47492/jip.v1i11.489>.

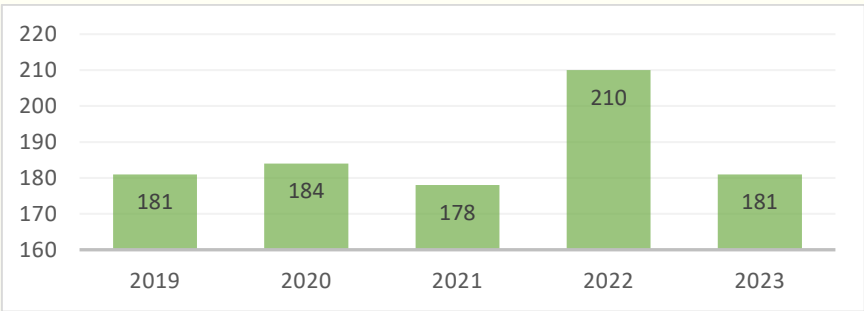
include slow service, maladministration, and allegations of corruption <sup>2</sup>. The Ombudsman Institution of the Republic of Indonesia, as the institution responsible for public complaints related to public services and maladministration, reported that there was an increase in incoming complaints from various community groups, especially regarding public services in the Regional Government as follows:

**Chart 1. Public Complaints submitted to Ombudsman of Republic of Indonesia**



**Source: Annual Report of Ombudsman of Republic of Indonesia, 2023**

**Chart 2. Public Complaints to Ombudsman of Republic of Indonesia Representative of Riau Islands Province**



**Source: Annual Report of Ombudsman of Republic of Indonesia, 2023**

In Riau Islands Province, the Regional Inspectorate has a strategic task in handling public complaints, especially those related to the performance of local government. However, data from the Overview of Supervisory Reports (ILHP) of the Regional Inspectorate of Riau Islands Province for the last five years, namely from 2019 to 2023, shows that only a small proportion of the total public complaints can be handled effectively. For example, in 2023, out of a total of 36 complaints submitted offline and online, only 16 complaints were successfully resolved. Ombudsman Monitoring Results in Representative Press Release Number B/022/HM.04-05/XII/2023 dated December 14, 2023 show that the lack of use of official platforms such as SP4N-LAPOR is also a big challenge, with the majority of public complaints submitted through informal channels such as social media <sup>3</sup>. This indicates a gap in the complaints management system, which should serve as an official channel for complaints related to public services.

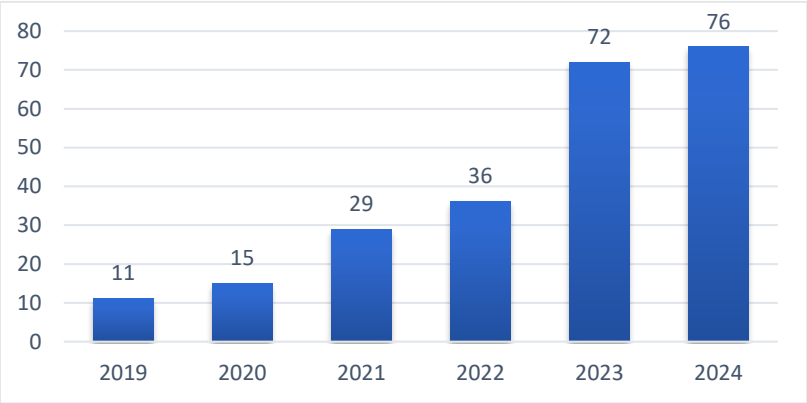
Based on statistical data obtained from the Regional Report for Riau Islands Province, which was accessed on December 27, 2024 through the website [kepri.lapor.go.id](http://kepri.lapor.go.id), there is an increasing trend in the number of reports received each year. The data shows that the

<sup>2</sup> Ombudsman Republik Indonesia, "Laporan Tahunan 2023: Perkuat Kerja Sama Perluas Pengawasan Pelayanan Publik," *Ombudsman Republik Indonesia* (Jakarta, 2023).

<sup>3</sup> Ombudsman RI Perwakilan Kepri, "Masih Minim Laporan Di SP4N Lapor!, Ombudsman Kepri Minta Pemda Lakukan Sosialisasi Masif," [ombudsman.go.id](http://ombudsman.go.id), 2023; Ombudsman Republik Indonesia, "Laporan Tahunan 2023: Perkuat Kerja Sama Perluas Pengawasan Pelayanan Publik."

increasing trend of reports from year to year reflects an increase in reporting activities in Riau Islands Province <sup>4</sup>. This phenomenon can be interpreted as an indication of increased public awareness in utilizing available reporting channels. This increase also potentially illustrates a change in social behavior, which shows an increase in public participation in reporting various problems to local governments.

**Chart 3. Reports submitted to Riau Islands SP4N Lapor**



**Source: Riau Islands Area Data Report through Kepri Lapor**

The management of public complaints is one of the important indicators in assessing the effectiveness and accountability of public services. Based on data, public complaints to the Regional Inspectorate of Riau Islands Province (See Table 1), majority of complaints are submitted through offline channels, with the highest number of 35 complaints in 2023, while online complaints are still very low, only reaching the highest number of 4 complaints in 2022. However, the number of completed complaints each year is much lower than the number of incoming complaints. For example, in 2023 out of 36 complaints received (offline and online), only 16 were successfully resolved. This has also been seen in previous years, with resolution rates ranging from 3 to 5 complaints per year. This phenomenon indicates a gap between the number of complaints received and those resolved, indicating potential problems in the complaints management system.

**Table 1. Number of Public Complaints Entered and Handled by the Riau Islands Province Regional Inspectorate**

No.	Year	Number of Complaints		Resolved
		Offline	Online	
1	2023	35	1	16
2	2022	12	4	5
3	2021	4	0	3
4	2020	5	0	3
5	2019	3	0	3

**Source: ILHP Inspectorate of Riau Province Year 2019-2024**

<sup>4</sup> Kepri Lapor, “Data Wilayah Laporan Kepulauan Riau,” [kepri.lapor.go.id](http://kepri.lapor.go.id), 2024.

Human rights, as stipulated in Article 28D paragraph (1) of the 1945 Constitution, guarantee the right of every citizen to quality and non-discriminatory public services. In the context of public complaints, responsive, transparent, and accountable handling not only an administrative obligation, but also a form of fulfilment of the community's right to justice and service improvement. Ineffective handling of public complaints, such as what happened in Riau Islands Province, has the potential to ignore these rights, which can exacerbate inequality in access to public services. Thus, optimal complaints management not only supports the improvement of the quality of public services but also ensures respect for human rights.

Although regulations such as the Public Service Law and Presidential Regulation Number 76 of 2013 on Public Service Complaints Management (Presidential Regulation on Complaints Management) have provided a clear framework, their implementation at the local level has not been optimal. Ideally, public complaints should be handled responsively, accountably, and transparently to improve the quality of public services. However, based on research observations on July 11, 2024, the complaints management system in the Regional Inspectorate of Riau Islands Province still faces various obstacles, including a lack of competent human resources, low utilization of official digital platforms, and the length of time it takes to resolve complaints. These gaps indicate the need for an in-depth evaluation of the effectiveness of the existing complaints management system.

This research has a novelty by examining the effectiveness of handling public complaints at the Regional Inspectorate of Riau Islands Province through a human rights-based approach. In this context, complaints management is not only seen as an administrative obligation, but also as part of fulfilling citizens' rights to obtain quality public services. This research has several similarities and differences with previous studies. Some previous studies, such as those conducted by <sup>5</sup>, and <sup>6</sup> examined more the effectiveness of public complaints management in various state institutions.

Their research tends to focus on the performance of specialized complaint institutions such as the Ombudsman, the Ministry of Home Affairs. In contrast, the research conducted by <sup>7</sup>, research by <sup>8</sup>, as well as research by <sup>9</sup>, although both studies examine the management of public complaints in the regions, the study emphasizes more on complaint applications such as Sidumas, Lapor! and SP4N-Lapor. Likewise with research by <sup>10</sup>, handling of public complaints studied is not to measure the effectiveness of handling, but to measure the standard and quality of services provided by the government to the community as the object of public policy. Then, compared to research of <sup>11</sup> analyzing a progressive legal perspective related to preventive supervisory role carried out by the Regional Supervisory Inspectorate through community reports in the context of the Regional Police, this research not only evaluates the effectiveness of the complaint management system, but also highlights strategic role of Regional Inspectorate as part of the Government Internal Supervisory Apparatus (APIP) in Riau Islands Provincial Government.

This research has theoretical and practical significance. Theoretically, this research enriches literature on human rights-based public complaint management and role of APIP

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<sup>5</sup> Gulo et al., (2024)

<sup>6</sup> Kurniawan Mz et al., (2024)

<sup>7</sup> Haspo & Frinaldi, (2020)

<sup>8</sup> Heriyanto et al., (2022)

<sup>9</sup> Widyaningtyas et al., (2023)

<sup>10</sup> Sabeni & Setiamandani, (2020)

<sup>11</sup> Trisusilowaty et al., (2019)



in supporting good governance. Practically, results of this study can be a strategic recommendation for Riau Islands Provincial Government to improve the effectiveness of complaints management system. This research can also encourage increased public trust in government performance through more transparent and responsive complaint management. However, this research has limitations in terms of geographical coverage, which only focuses on Riau Islands Province, so the results may not be fully applicable in other regions with different characteristics. In addition, time constraints in data collection may affect this study's ability to explore the dynamic factors that influence effectiveness of public grievance management in greater depth. A broader and longer-term follow-up study is needed to complement the findings of this research. From the issues above, several problem formulations can be concluded as the basis for further analysis: 1) How is the implementation of handling public complaints at the Regional Inspectorate of Riau Islands Province? 2) What are the factors that influence the implementation of handling public complaints at the Regional Inspectorate of Riau Islands Province? 3) How is the role of the Regional Inspectorate of Riau Islands Province in optimizing the handling of public complaints?

## METHODS OF THE RESEARCH

This research uses empirical legal methods, which aim to examine applicable legal provisions and their application in real life<sup>12</sup>, especially related to effectiveness of handling public complaints at Regional Inspectorate of Riau Islands Province, as one of the characteristics of empirical legal research objectives<sup>13</sup>. Approaches used include statutory approach to examine relevant regulations and an empirical approach to understand the implementation of law in society<sup>14</sup>. The research data consisted of primary data, which was obtained through semi-structured interviews with the Assistant Inspector IV and the complaints handling team, direct observation, and field observations; as well as secondary data, in the form of legal materials such as, Law Number 25 of 2009 concerning Public Services, Presidential Regulation Number 76 of 2013 concerning Public Service Complaint Management, Minister of Home Affairs Regulation Number 8 of 2023 concerning Complaint Management within the Ministry of Home Affairs and Regional Government, Minister of Administrative Reform and Bureaucratic Reform Regulation Number 62 of 2018 concerning Guidelines for National Public Service Complaint Management, Riau Islands Governor Regulation Number 12 of 2022 concerning Guidelines for the Implementation of Electronic Public Service Complaint Management in Riau Islands Province, Riau Islands Governor Regulation Number 59 of 2023 concerning Guidelines for the Implementation of the Reporting / Complaint System (Whistleblowing System) Alleged Corruption Crime in the Riau Islands Provincial Government. Data analysis technique used is descriptive qualitative analysis, in which data from interviews, observations, and studies of legal materials are systematically arranged, processed, and analyzed to provide a comprehensive picture<sup>15</sup>. This research aims to identify obstacles in managing public complaints, evaluate the effectiveness of existing mechanisms, and provide strategic recommendations for service improvement based on empirical data and in-depth regulatory analysis. Results of the

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<sup>12</sup> David Tan, "Metode Penelitian Hukum: Mengupas Dan Mengulas Metodologi Dalam Menyelenggarakan Penelitian Hukum," *Nusantara: Jurnal Ilmu Pengetahuan Sosial* 8, no. 8 (2021): 2463–78, <https://doi.org/10.31604/jips.v8i8.2021.2463-2478>.

<sup>13</sup> Hari Sutra Disemadi, "Lenses of Legal Research: A Descriptive Essay on Legal Research Methodologies," *Journal of Judicial Review* 24, no. 2 (2022): 289, <https://doi.org/10.37253/jjr.v24i2.7280>.

<sup>14</sup> Saiful Anam, "Pendekatan Perundang-Undangan (Statute Approach) Dalam Penelitian Hukum," *Saplaw.top*, 2017.

<sup>15</sup> Muhammad Syahrums, *Pengantar Metodologi Penelitian Hukum: Kajian Penelitian Normatif, Empiris, Penulisan Proposal, Laporan Skripsi Dan Tesis* (Bengkalis-Riau: DOTPLUS Publisher, 2022).

research are expected to make a practical contribution to Riau Islands Provincial Government and become a reference for studies in the field of public complaints management.

## RESULTS AND DISCUSSION

### A. Effectiveness of the Implementation of Handling Public Complaints at the Regional Inspectorate of Riau Islands Province

Handling public complaints is a mechanism that includes the process of receiving, verifying, analyzing, and resolving public reports related to problems in public services or alleged violations of law by state administrators<sup>16</sup>. This mechanism aims to realize transparency, accountability, and increase public trust in government administration<sup>17</sup>. The government's handling of public complaints plays a strategic role in order to improve the quality of public services. Effective complaints management not only allows public to play an active role in evaluating government performance, but also gives the government the opportunity to improve services in a fair and inclusive manner for all citizens<sup>18</sup>. In addition, public complaints as a form of participation in public services are a key element for the success of government agencies in ensuring the fulfillment of the rights of citizens as service users<sup>19</sup>.

In Indonesia, the reform era has provided wider space for the public to submit complaints<sup>20</sup>. This is in line with Law Number 25/2009 on Public Services, specifically Article 18, which stipulates that public has the right to report service implementers who do not comply with Standard Operating Procedures to the organizer, and is entitled to a response to the report. This policy requires the government to manage public complaints by providing a structured system, starting from the receipt stage to the resolution of complaints, to ensure thorough handling<sup>21</sup>.

Actually, handling public complaints is not a new issue. Various regulations have established the obligations of government agencies in managing complaints, including Presidential Regulation Number 76 of 2013 concerning Public Service Complaint Management and Minister of Administrative Reform and Bureaucratic Reform Regulation Number 62 of 2018 concerning Guidelines for the National Public Service Complaint Management System<sup>22</sup>. As a follow-up to the national regulation, the Riau Islands Provincial Government has taken strategic steps by establishing several regional policies related to complaints management. One of them is Riau Islands Governor Regulation Number 12 of 2022 concerning Guidelines for Implementing Electronic Public Service Complaint Management in Riau Islands Province (Governor Regulation 12/2022). This

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<sup>16</sup> Imran Eka Saputra and Hasnan Hasbi, "Efektivitas Pengawasan Ombudsman Kota Makassar Terhadap Penyelenggaraan Pelayanan Publik Di Kota Makassar," *Kalabbirang Law Journal* 3, no. 2 (2021), <https://doi.org/10.35877/454RI.klj697>.

<sup>17</sup> Putri Salma Pratiwi and Sari Ningsih, "Implementasi Akuntabilitas Dan Transparansi Pada Pelayanan Publik Di Kelurahan Pondok Kelapa Jakarta Timur Tahun 2020," *PANDITA: Interdisciplinary Journal of Public Affairs* 5, no. 1 (2023): 44-50, <https://doi.org/10.61332/ijpa.v5i1.41>.

<sup>18</sup> Erna Suriyani, "Pengelolaan Pengaduan Masyarakat Terhadap Pelayanan Publik Di Kelurahan Antasan Besar Kota Banjarmasin," *Jurnal Pendidikan Kewarganegaraan* 14, no. 2 (2024): 37-47, <https://doi.org/10.20527/kewarganegaraan.v14i2.20912>.

<sup>19</sup> Idham Ibtu, "Akses Difabel Pada Sistem Pengelolaan Pengaduan Pelayanan Publik Di Dinas Kominfo DIY," *PUBLIKAUMA: Jurnal Ilmu Administrasi Publik UMA* 12, no. 1 (2024): 73-84, <https://doi.org/10.31289/publika.v12i1.11889>.

<sup>20</sup> Pasha Dwi Y Almahdi, Novianti, and Budi Ardianto, "Analisis Pasal 24 Ayat 5 Konvensi Hak-Hak Penyandang Disabilitas Terkait Pemenuhan Hak Atas Pendidikan Tinggi Bagi Penyandang Disabilitas," *UNJA: Journal of Legal Studies* 1, no. 3 (2023): 340-53.

<sup>21</sup> Metia Pratiwi and Roy Valiant Salomo, "Penguatan Kapasitas Kelembagaan Asisten Deputi Pengaduan Masyarakat Kementerian Sekretariat Negara Dalam Penanganan Pengaduan Masyarakat Kepada Presiden RI," *JIAIP (Jurnal Ilmu Administrasi Publik)* 8, no. 1 (2020): 237, <https://doi.org/10.31764/jiap.v8i1.1782>.

<sup>22</sup> Pratiwi and Salomo.

policy aims to optimize complaints management by utilizing information technology, so that the public can submit complaints more easily, transparently, and efficiently. In addition, to support efforts to eradicate corruption in the local government environment, the Riau Islands Provincial Government also stipulated Riau Islands Governor Regulation Number 59 of 2023 concerning Guidelines for the Implementation of the Whistleblowing System for Alleged Corruption Crimes in the Riau Islands Provincial Government Environment (Governor Regulation 59/2023). This regulation strengthens complaint mechanism by providing protection to whistleblowers and encouraging transparency and accountability in the management of reports of alleged corruption crimes. Through these two gubernatorial regulations, the Riau Islands Provincial Government shows a strong commitment to improving the quality of public services while creating a clean government free from corrupt practices. The implementation of this policy is expected to become a model for more effective complaints management and integrity at the regional level.

From a human rights perspective, the management of public complaints is an implementation of the right to fair and transparent public services. Community considers public services as a right that is a means to fulfill their basic needs in an effort to achieve social welfare <sup>23</sup>. This right is guaranteed by Article 28D of the 1945 Constitution, which stipulates that everyone has the right to equal treatment before the law and government. Complaint arrangements also reflect human rights principles, such as government accountability, service accessibility, and protection of whistleblowers <sup>24</sup>.

The regulation of public complaint management in Riau Islands, as stated in Governor Regulation 12/2022 and Governor Regulation 59/2023, reflects the government's commitment to protect and fulfill human rights. Implementation of electronic complaints through SP4N Lapor guarantees the right of citizens to submit complaints, in accordance with principles of transparency and public participation. This right is in line with the right to information and the right to be heard recognized in the Universal Declaration of Human Rights (UDHR) and various international human rights instruments. In addition, this policy ensures equal access for all citizens, in submitting public service complaints.

The regulation on the whistleblowing system, which provides protection to whistleblowers of alleged corruption offenses, is a significant step in protecting the right to justice and legal protection. By ensuring the safety of whistleblowers, the government not only creates a safe complaint mechanism but also strengthens accountability and integrity in public services. These two regulations, if implemented effectively, can increase public trust in the government, realize inclusive services, and strengthen human rights principles in governance.

The implementation of public complaint handling in the Regional Inspectorate of Riau Islands Province, as regulated in Governor Regulation 12/2022 and Governor Regulation 59/2023, faces various challenges that affect the effectiveness of its implementation. Article 9 of Governor Regulation 59/2023 mandates a systematic process of receiving, verifying, analyzing, and reviewing complaints. However, based on the results of an interview on November 1, 2024 with Mr. Said Karwadi Noprian as an Associate Expert Auditor at Assistant Inspector IV, it illustrates that in practice, implementation of complaints management at the Regional Inspectorate has not been fully carried out according to

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<sup>23</sup> Achmad Nurmandi et al., "Kualitas Pelayanan Publik Melalui Pendekatan Model Demokrasi Pada Era Otonomi Daerah," *Journal of Government Insight* 1, no. 1 (2021): 49–61, <https://doi.org/10.47030/jgi.v1i1.253>.

<sup>24</sup> Junaidi et al., *Hukum & Hak Asasi Manusia: Sebuah Konsep Dan Teori Fitrah Kemanusiaan Dalam Bingkai Konstitusi Bernegara* (Jambi: PT Sonpedia Publishing Indonesia, 2023).

procedures. Incoming complaints are only received by the secretariat and are immediately dispatched by the Regional Inspector to the Assistant Inspector IV, then immediately retrieved and reviewed by available personnel without a clear division of tasks according to the specified procedures. This has potential to hamper transparency and accountability in handling complaints, as well as detrimental the public who submit reports if there is no clarity of responsibility at each stage. This lack of transparency can cause people to feel that they are not getting the service they expect.

Based on Article 11 and Article 12 of Governor Regulation 59/2023, each incoming complaint should result in a verification report and a review report as a basis for follow-up recommendations. However, the practice at the Inspectorate shows that these stages are often skipped, and complaints are followed up directly in the form of investigative audits or specific purpose audits. This results in only one type of output, the Audit Report on Complaints, which is not in accordance with the provisions that require separate verification and review reports. This makes the complaints process less transparent and difficult to evaluate, as important stages in the verification and review process do not have clear and separate documentation. In addition, there were several cases where the resolution of complaints exceeded the time limit of 60 working days as stipulated in Governor Regulation 12/2022. Complaint handling refers to various regulations, including Presidential Regulation Number 76 of 2013 on Public Service Complaint Management and Minister of Home Affairs Regulation Number 8 of 2023 on Complaint Management within the Ministry of Home Affairs and Local Government. The handling of incoming complaints through SP4N Lapor applies the principle of “no wrong door policy”, which means that all complaints, regardless of their source, will be received and managed by ensuring accountable and transparent follow-up.

Based on the results of a document study of report data disposed by the Riau Islands Provincial Government to the Riau Islands Provincial Inspectorate, with an incoming report period from January 1, 2020 to December 31, 2023 and a disposition period until May 19, 2024, there were discrepancies in the time for resolving complaints with a supervisory level. In Governor Regulation 12/2022 Article 13, it is stipulated that complaints that require follow-up from the Inspectorate must be resolved no later than 60 Working Days (HK). However, based on the results of the review of complaint handling data at the Inspectorate, one of the complaint reports received on December 7, 2021 was only completed on June 16, 2022, with a total completion time of 120 HK. This is clearly contrary to the provisions that require completion within 60 HK. This delay has potential detrimental the complainant or public who filed the complaint, because they do not get timely follow-up, which in turn can reduce public trust in the instances handling the complaint. Delays in complaint resolution can also interfere with the effectiveness of supervision of reported violations, as well as reduce accountability in the process of resolving issues raised by the public. Based on an interview with Yudi Firmansyah, Supervisor of Local Government Affairs (PPUPD) Associate Expert under Assistant Inspector IV, public participation in reporting complaints, especially through SP4N Lapor is still relatively low. Many people do not understand that the Inspectorate is a place for complaints related to irregularities, so reports more often come through media or instructions from regional leaders. This is supported by the absence of activities and budgets related to socialization related to reporting complaints to the community directly.

The handling of public complaints is closely related to dignity, protection, and fulfillment of human rights, especially the right to quality public services and the right to participate in



governance. In Lawrence M. Friedman's legal system theory, the effectiveness of handling public complaints depends on the harmony between legal structure, legal substance, and legal culture <sup>25</sup>. When these three elements do not harmonize and work well, the rights of the community as users of public services are potentially violated or ignored.

The substance of the law plays a role in providing guidelines and rules that must be followed in handling public complaints. The substance of the law includes substantive rules governing rights and obligations, including provisions that apply to law enforcement and related agencies in handling complaints <sup>26</sup>. In this case, Governor Regulation 59/2023 and Governor Regulation 12/2022 have regulated the complaint mechanism to fight for their rights when they receive poor public services or face corruption in the government. Governor Regulation 12/2022 is an important step in improving transparency and accountability in public services in Riau Islands Province. Governor Regulation 12/2022 provides a clear framework for government agencies in managing public service complaints electronically, and aims to facilitate public complaints through information technology, so that complaints management can be carried out more effectively and efficiently.

Governor Regulation 59/2023 also provides a legal basis that regulates complaint handling procedures, including time limits for disposition and resolution of complaints. Articles 23 through 26 of Governor Regulation 59/2023 provide important protections for the complainant and the APIP handling the complaint. These protections include protection of confidentiality, career security, and protection from physical and legal threats. With these articles, the Riau Islands Provincial Government demonstrates its commitment to respecting the rights of individuals, as stipulated in the 1945 Constitution of the Republic of Indonesia Article 28D paragraph (1), which states that everyone has the right to fair legal recognition and protection, and Article 28G paragraph (1) that everyone has the right to feel safe and protected from threats that can interfere with their honor and dignity. Governor Regulation 59/2023 not only provides a sense of security for whistleblowers and APIP, but also strengthens public confidence in the supervision and complaint handling system in government.

Although the substance of the law has been clearly formulated and there are no contradictions in the applicable regulations, its implementation still has challenges due to weaknesses in the aspects of legal structure and legal culture. Legal structure, which includes the complaints management institution <sup>27</sup>, likely the Regional Inspectorate of Riau Islands Province, as a Government Internal Supervisory Apparatus (APIP), has a strategic role as the front guard in ensuring public access to submit reports and complaints related to public services, as well as carrying out supervisory functions to ensure transparency and accountability in government administration. In the context of human rights, public service providers are required to provide transparent and accountable mechanisms, as mandated in Governor Regulation 12/2022 and Governor Regulation 59/2023. Based on the existing legal structure, the Regional Inspectorate of Riau Islands Province has implemented the equal and non-discriminatory principles in handling public complaints. This means that all incoming complaints will be processed and followed up regardless of ethnicity, religion, race, gender, and economic level, without causing unequal or unfair behavior. However,

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<sup>25</sup> Izzy Al Kautsar and Danang Wahyu Muhammad, "Sistem Hukum Modern Lawrence M. Friedman: Budaya Hukum Dan Perubahan Sosial Masyarakat Dari Industrial Ke Digital," *Sapientia Et Virtus* 7, no. 2 (2022): 84-99, <https://doi.org/10.37477/sev.v7i2.358>.

<sup>26</sup> Al Kautsar and Muhammad.

<sup>27</sup> Arfiani Arfiani Arfiani et al., "Penegakan Hukum Sesuai Prinsip Peradilan Yang Berkepastian, Adil Dan Manusiawi: Studi Pemantauan Proses Penegakan Hukum Tahun 2020," *Riau Law Journal* 6, no. 1 (May 2022): 48, <https://doi.org/10.30652/rlj.v6i1.7938>.

the weakness of the legal structure in handling public complaints, including the unstructured division of tasks, the lack of coordination between units, and the inaccuracy of complaint resolution time, shows that the legal structure has not fully supported the fulfillment of the community's right to obtain fast and effective services.

Legal culture reflects the attitude of society and officials towards the law <sup>28</sup>, including complaints management as part of human rights fulfillment. The low level of public participation in using formal channels for complaints indicates that people are still lack in understanding their rights. On the other hand, the work culture in the Regional Inspectorate also needs to be improved to encourage officials to be more proactive and professional in handling complaints. Public unawareness of grievance mechanisms and lack of responsiveness from officials can undermine access to justice and equal services, which are the essence of respecting human rights. Efforts to change the legal culture also include better legal education, both for law enforcement officials in the Inspectorate and public. Communities that have a high level of legal awareness are more likely to exercise their right to file complaints, and this will help to improve the quality of complaints coming to the Inspectorate.

From a human rights perspective, weaknesses in legal structure and legal culture in the Regional Inspectorate indicate that the public's right to lodge complaints and obtain a fair resolution has not been fully fulfilled. This also indicates that the government has not been effective in carrying out its obligations to protect and fulfill people's rights related to access to public services that are transparent, accountable and free of discrimination.

## **B. Factors Affecting the Implementation of Handling Community Complaints at the Regional Inspectorate of Riau Islands Province**

Based on the analysis conducted, it can be concluded that implementation of handling public complaints at the Regional Inspectorate of Riau Islands Province is still not effective. Ineffective handling of complaints can result in violations of people's rights to access justice and transparent public services. When public complaints are not handled in a timely and efficient manner, it can cause injustice which is contrary to the community's right to get fair services and in accordance with the principles of good governance. The right to information and the right to be treated fairly, which are basic rights in human rights principles, can be neglected.

The strategic role of the Regional Inspectorate in public complaints is very important, especially in the context of good governance and responsive public services <sup>29</sup>. Despite efforts to improve the complaints system through applications and supervisory mechanisms, challenges remain that hinder the achievement of objectives such as providing transparent, responsive, and effective services to the community. Some of the main factors affecting the effectiveness of handling public complaints at the Regional Inspectorate include:

### **a. Unclear Institutional Structure and Division of Responsibilities**

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<sup>28</sup> Al Kautsar and Muhammad, "Sistem Hukum Modern Lawrance M. Friedman: Budaya Hukum Dan Perubahan Sosial Masyarakat Dari Industrial Ke Digital."

<sup>29</sup> Yosa Rief Dela and Aldri Frinaldi, "Efektivitas Penerapan E-Government Di Pemerintah Kabupaten Sijunjung: Studi Kasus Pengaduan Masyarakat Melalui Whistle Blowing System," *Jurnal Ilmiah Mahasiswa Pendidikan Sejarah* 8, no. 2 (2023): 769-79, <https://doi.org/10.24815/jimps.v8i2.24854>; Aisyah Noviyanti and Aura Nafisah, "Analisis Penerapan Teori Organisasi Dalam Organisasi Modern (Studi Kasus Organisasi Perangkat Daerah (OPD) Inspektorat Daerah Kota Pekanbaru)," *Inovasi Pembangunan : Jurnal Kelitbangan* 12, no. 3 (2024): 1-13, <https://doi.org/10.35450/jip.v12i03.693>.

The lack of clarity in the division of tasks and responsibilities within complaints handling team leads to confusion and inefficiency in implementation. Without a clear structure, public complaints can be delayed or not handled optimally. Role theory states that every actor in a social system has a social position or position that comes with rights, obligations, and responsibilities. In this context, the structure of the personnel and public complaint handling team at the Regional Inspectorate greatly influences how these roles are carried out. If the structure for handling public complaints at the Regional Inspectorate is unclear or poorly organized, it will be difficult to meet role expectations, such as the facilitative role, technical role, or educational role.

Based on an interview with Mr. Azakaria as Assistant Inspector IV (Irban IV) at the Regional Inspectorate of Riau Islands Province, it can be concluded that handling public complaints is one of the focuses of work that is quite challenging. Mr. Azakaria explained that the complaints received by the Inspectorate are forwarded to the Inspector, who then dispatches them to Irban IV. This task involves the formation of a team or the appointment of personnel to review the complaint and determine appropriate follow-up, such as an investigative audit or a specific purpose audit.

In practice, the appointment of unclear complaint managers or division of tasks leads to uncertainty regarding who is responsible at each stage of the complaint (Receiver, Verifier, and Reviewer). This can lead to delays in complaint disposition, inefficiencies in report verification, and ultimately potentially reduce the quality of complaint resolution. If there are shortcomings in the organization of this structure, then service to the public may be disrupted, and public expectations for the speed and accuracy of complaints may not be met. For example, although Governor Regulation 12/2022 and Governor Regulation 59/2023 regulate the disposition time of complaints (e.g., complaints must be disposed within 3 working days), in practice, the disposition time often exceeds the specified limit due to the fact, that public complaints are not prioritized and there are no designated personnel for handling public complaints, so incoming public complaints cannot be handled directly. The lack of clarity in the institutional structure can also lead to role conflict, where individuals in the Regional Inspectorate feel pressured to perform multiple roles at once, for example as facilitator, verifier, and liaison between the community and external agencies. This shows that if the legal structure does not function properly, there will be non-compliance with established procedures, and public complaints are not handled optimally.

#### b. Limited Competent Human Resources

The second factor is the lack of Human Resources (HR) who have competence in handling community complaints at the Regional Inspectorate. When human resources competencies are inadequate, for example lacking in technical knowledge of legal procedures or how to handle complex complaints, this has a direct impact on the effectiveness of complaint handling. These limitations slow down resolution process and reduce the quality of follow-up. As Mr. Azakaria as Irban IV highlighted some significant constraints, such as the limited number and competence of human resources in Irban IV, as well as the lack of regular training that could improve staff's ability to handle complaints. This is compounded by high and unpredictable work volumes, causing some complaints to be put on hold when personnel focus is shifted to supervisory duties.

Likewise, from the results of an interview with Mr. Said Karwadi Noprian as Associate Auditor at Irban IV who stated that the lack of competent human resources to handle complaints in Irban IV is one of the main obstacles in the effectiveness of handling

complaints at the Regional Inspectorate. Human resources who are not equipped with adequate training or do not have sufficient knowledge in the field of complaints management, then existing roles, such as verification roles and other technical roles, will be disrupted. For example, when Functional Officers in Urban IV, are not trained in proper complaint procedures, they will have difficulty in identifying issues raised by the public, which risks worsening the complaint resolution process.

Based on some previous research, there are conclusions that point to similar challenges in existing grievance systems. For example, <sup>30</sup> in his research on the performance of the Ombudsman in North Sumatra states that although the performance of the Ombudsman is good, there are major obstacles related to limited human resources and lack of public understanding of the authority of the complaints institution. This causes quite high dissatisfaction among the public with the services provided. Likewise in research <sup>31</sup> observing supervision by the Regional Supervisory Inspectorate, inadequate human resources, and lack of training are the main inhibiting factors in the effectiveness of handling public complaints. This was also reflected in the findings at the Regional Inspectorate of Riau Islands Province, where similar constraints hindered the smooth running of the complaints system.

c. Lack of Communication and Socialization to the Community

A legal culture that does not support transparency and active public participation in the grievance system can hinder the effectiveness of grievance handling. This is as revealed by research of <sup>32</sup> on the implementation of SIDUMAS in Badung Regency shows that although a grievance system is in place, there are issues of low community participation and lack of integration between grievance systems, which hinders their access to answers to their complaints. This creates obstacles in fulfillment of the community's right to transparent, prompt, and timely access to justice. However, in practice, the lack of socialization and technical guidance on applicable grievance procedures can lead to misunderstandings on part of the public, leading to the filing of grievances that do not comply with rules. This leads to poorly managed complaints, which in turn affect delays in resolution and low levels of public satisfaction with the complaints service.

The implementation of handling public complaints at the Regional Inspectorate of Riau Islands Province still faces various challenges that affect its effectiveness. The unclear institutional structure, limited competence of human resources, and the lack of communication and socialization to the community are the main factors that hinder the achievement of the objectives of complaints system. This condition can result in a violation of the community's right to obtain fair, transparent, and responsive public services in accordance with the principles of good governance.

In order for handling of public complaints to run more effectively, strategic steps are needed such as clarifying institutional structures and responsibilities, improving human resource competencies through regular training, and strengthening socialization and public participation in the complaints system. These efforts will not only improve the quality of complaint services but also ensure the fulfillment of people's rights to obtain justice and public services in accordance with human rights, values and good governance. Thus, the

<sup>30</sup> Gulo, Hutahean, and Tobing, "Analisis Kinerja Ombudsman Dalam Menangani Laporan Pengaduan Masyarakat ( Studi Kasus Kantor Ombudsman Perwakilan Provinsi Sumatera Utara )."

<sup>31</sup> Trisusilowaty, Lumbanraja, and Suteki, "Fungsi Pengawasan Oleh Inspektorat Pengawasan Daerah Berbasis Pengaduan Masyarakat Dalam Perspektif Hukum Progresif."

<sup>32</sup> Widyaningtyas et al., (2023)



Regional Inspectorate can play an optimal role as an implementer of supervision that is able to answer public expectations.

### **C. Role of the Regional Inspectorate of Riau Islands Province in Efforts to Optimize the Handling of Community Complaints**

The Regional Inspectorate has a strategic role in handling public complaints as part of the internal control mechanism to ensure accountability and transparency in local government administration. Through complaints management, the Inspectorate serves as a liaison between the local government and the community in resolving the issues complained about, especially for supervisory-level complaints related to alleged irregularities, as well as indications of corruption, collusion, and nepotism (KKN). The handling of public complaints is also an early detection effort of potential risks of irregularities, so that the Inspectorate can provide appropriate recommendations for improvement to improve governance and public services.

Role theory by Jim Ife & Frank Tesoriero analyzes social systems and understands how individuals or entities within those systems behave, interact, and contribute according to the expectations and norms that exist in society<sup>33</sup>. Roles reflect a person's position in the social system with rights and obligations, powers, and responsibilities attached to them<sup>34</sup>. This theory helps in studying how the roles played by individuals or groups influence social and organizational dynamics<sup>35</sup>. According to<sup>36</sup>, Role Theory is a concept in developing the capacity of individual communities to organize and take their own initiatives to improve their quality of life. There are four main roles, including facilitative roles, educational roles, representational roles, and technical roles.

In the context of handling public complaints at the Regional Inspectorate of Riau Islands Province, this role theory provides a relevant framework for understanding how various functions can be implemented effectively. Each role has a specific contribution to make in supporting the goal of complaints management that is transparent, accountable, and responsive to community needs. By combining facilitative, educational, representative, and technical roles, the Inspectorate can become not only a proactive internal inspector but also a strategic partner in increasing public trust. The following is an analysis of each of these roles in the context of the duties and functions of the Regional Inspectorate of Riau Islands Province.

#### **a. Facilitative Roles**

The facilitative role carried out by the Regional Inspectorate of Riau Islands Province focuses on providing facilities, mechanisms and approaches that allow the public to submit complaints easily and transparently. Based on the results of interviews with Mr. Azakaria as Irban IV, the local government has demonstrated a commitment to facilitating public complaints through the establishment of Governor Regulation Number 12 of 2022 and Governor Regulation Number 59 of 2023. These regulations create a clear and structured

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<sup>33</sup> Jim Ife and Frank Tesoriero, *Community Development Alternatif Pengembangan Masyarakat Di Era Globalisasi* (Yogyakarta: Pustaka Pelajar, 2016).

<sup>34</sup> Intan Rahmawati and Faatimah Azzahrah, *Pengantar Psikologi Sosial* (Jakarta: PT Bumi Aksara, 2022); Elly Romy and Muhammad Ardansyah, *Teori Dan Perilaku Organisasi* (Medan: Umsu Press, 2022).

<sup>35</sup> Boston Raymond Sihotang, Edi Susilo, and Jumino Jumino, "Optimalisasi Sinergitas TNI-Polri Dalam Penanggulangan Terorisme Di Indonesia," *Jurnal Ilmu Administrasi Negara ASIAN (Asosiasi Ilmuwan Administrasi Negara)* 9, no. 2 (2021): 261-78, <https://doi.org/10.47828/jianaasian.v9i2.63>; Arie Ambarwati, *Perilaku Dan Teori Organisasi* (Malang: Media Nusa Creative, 2018).

<sup>36</sup> Ife & Tesoriero (2016)

framework in the management of public complaints, thus providing reliable technical and legal guidance.

As part of the implementation of these regulations, the Riau Islands Provincial Government has provided complaints facilities that can be accessed online and offline. The SP4N Lapor platform is one of the main online tools that allows the public to submit complaints quickly, easily and in an integrated manner. Meanwhile, the Inspectorate secretariat acts as an offline channel, where people who do not have internet access can still submit their complaints directly. The combination of these two channels shows the government's efforts to reach out to all levels of society, without exception.

The effectiveness of these Governor Regulations and facilities in facilitating public complaints is considered quite high, especially as they provide clear and widely accessible channels. However, to ensure this mechanism is truly optimized, improvements are needed at the implementation stage. This includes more massive socialization to the public on the existence and procedures for using the complaints facility, as well as strengthening technical and operational capacity at the Inspectorate level to ensure that every complaint can be followed up quickly and appropriately. With a continuously strengthened facilitative role, the Regional Inspectorate can minimize potential problems in handling public complaints, increase public trust, and create a more responsive and accountable supervisory system.

#### b. Educational Roles

The educational role carried out by the Regional Inspectorate of Riau Islands Province serves to provide knowledge and understanding to the public about their rights and correct complaint procedure. Based on the role theory (Hutahaean, 2021), expectation of the educational role is to ensure that communities have sufficient capacity to carry out their responsibility to file complaints appropriately and according to the mechanism. However, based on the results of an interview with Mr. Yudi Firmansyah as PPUPD Associate Expert and Complaints Manager of SP4N Lapor Riau Islands Province, the lack of incoming complaints, especially complaints related to supervision, shows that there are obstacles in the aspect of public education. Many people do not understand how to submit formal complaints. This is due to the lack of direct socialization conducted by the Inspectorate. So far, educational efforts have only been carried out indirectly through media such as standing banners, pamphlets, and advertisements on the website [kepri.lapor.go.id](http://kepri.lapor.go.id), which are considered less effective in reaching all levels of society.

Results of the interview with Mr. Azakaria as Irban IV also revealed that the Regional Inspectorate has not allocated a special budget for socialization activities aimed at the community. This condition further strengthens the gap in implementation of the Inspectorate's educational role. In fact, without targeted technical guidance and more intensive socialization, the public is likely not to know their rights or the mechanism for filing complaints, so that incoming complaints potentially do not meet formal requirements or are not relevant to the authority of the Inspectorate. To optimize the educational role, several strategic steps are needed, among others: 1) Direct socialization, by holding technical guidance, workshops, or discussion forums involving the community directly, especially in areas with minimal access to information; 2) Development of innovative socialization media, utilizing digital media such as educational videos, social media, and interactive applications to reach a wider audience; 3) Special budgeting, by allocating an adequate budget for education and socialization activities, so that their implementation can be more planned and sustainable.

By strengthening its educational role, the Regional Inspectorate can improve public understanding of the complaint mechanism. This not only encourages active community participation in government oversight, but also minimizes potential problems arising from complaints that are not in accordance with procedures. Ultimately, the effectiveness of complaint handling can be better ensured, supporting the creation of a clean, transparent, and accountable government.

#### c. Representational Roles

The representative role of the Regional Inspectorate of Riau Islands Province is realized through advocacy and coordination functions with external parties to ensure that public complaints can be handled properly and provide real benefits to the community <sup>37</sup>. In this research, the role of Inspectorate representatives is focused on their interactions with institutions such as Law Enforcement Officials (APH), Supervisory Agencies such as the Riau Islands Representative of the Financial and Development Supervisory Agency (BPKP), and the Ombudsman. Based on an interview with Mr. Said Karwadi Noprian, the Regional Inspectorate positions itself as a representative of public interests in the context of supervising implementation of local government. This function includes responsibility to ensure that no irregularities occur within the Riau Islands Provincial government. In handling public complaints, the Inspectorate's interaction with external parties is more coordinative, especially for case phenomena that require cross-agency studies. For example, in exposing corruption cases with APH, in this case the Riau Islands Regional Police (Polda Kepri) and the High Prosecutor's Office, the Inspectorate also assesses the potential for regional losses, both in terms of form and material.

Results of the interview with Mr. Yudi Firmansyah revealed that the Regional Inspectorate interacts with external parties, especially in handling complaints that contain elements of corruption. In this case, coordination is carried out with law enforcement agencies such as the police and prosecutors to ensure that complaints are handled in accordance with the competence and authority of each institution. This collaborative approach is one form of effective implementation of representative role, where the Regional Inspectorate not only acts as a liaison, but also as a guarantor that the resolution of complaints meets the expected quality standards. The Inspectorate's interactions with external institutions have so far gone without a hitch. Based on interviews, there were no significant problems in the coordination process. In fact, this interaction is considered an important part of quality assurance efforts to ensure that public complaints are handled properly. The collaboration helps to create synergy between agencies, especially in handling complex cases that involve many parties. The representative role of the Regional Inspectorate of Riau Islands Province reflects a commitment to be a bridge between the public and external agencies in handling complaints. By ensuring good coordination with APH, BPKP, and Ombudsman, the Inspectorate can maintain accountability, improve the effectiveness of complaint handling, and ensure the protection of public interests. The success of this role demonstrates the importance of advocacy and cross-agency coordination as an integral part of clean and responsive governance.

#### d. Technical Roles

The technical role of the Regional Inspectorate of Riau Islands Province is crucial in ensuring that public complaints are handled appropriately and in accordance with

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<sup>37</sup> Agus Hendrayady et al., *Manajemen Pelayanan Publik*, ed. Diana Purnama Sari (Padang: PT. Global Eksekutif Teknologi, 2023).

applicable regulations. This role includes activities that require specialized technical skills and competencies, such as review, verification, and follow-up of complaints. Based on the role theory <sup>38</sup>, Expectations of technical roles depend heavily on the capacity and skills of the individuals or groups performing them. When technical competencies are inadequate, this can lead to delays or even errors in the handling of public complaints.

Handling public complaints at the Inspectorate requires an in-depth review of each incoming case, because the complaints that enter the Inspectorate are complaints that have a supervisory level. Based on an interview with Mr. Yudi Firmansyah, incoming complaints often require in-depth analysis, which can only be done by human resources with special competencies. However, in practice, high workloads due to routine supervisory tasks often make public complaints a second priority. Limited human resources both in terms of number and competence are a major obstacle in ensuring effective complaint handling.

Mr. Said Karwadi Noprian highlighted the need for equal distribution of competencies among the Auditors and Regional Government Affairs Supervisory Officers (PPUPD) assigned to Irban IV. Currently, the burden of review and investigation tends to accumulate on certain individuals, causing inequality in the distribution of tasks. To overcome this problem, in addition to additional human resources, equal training is needed so that all auditors and PPUPD have sufficient ability to conduct reviews and investigations, so that tasks can be divided proportionally.

Mr. Azakaria also revealed that the number of personnel in Irban IV is insufficient to handle all the tasks at hand, including routine supervision, mandated tasks, and public complaints. This high workload often means that public complaints are sidelined, especially due to unpredictability of the number and timing of complaints. Another constraint is that technical training has not been conducted regularly, so that improving human resources competencies often depends on the availability of budget and time for technical education and training.

Some strategic steps to optimize the Inspectorate's technical role in handling public complaints include adding competent human resources by increasing the number of personnel with specific expertise in complaint review, verification, and investigation, allocating a budget for regular technical training for all auditors and PPUPD to ensure equal distribution of competencies, implementing a more effective task distribution system to ensure that the complaint workload is not only handled by certain individuals, and strengthening digital systems to assist the complaint review and verification process so that efficiency can be improved.

The role of the Regional Inspectorate of Riau Islands Province in optimizing the handling of public complaints not only serves to improve good governance but is also a form of recognition and protection of human rights. Through a transparent and accountable complaint mechanism, the Inspectorate provides space for the public to submit complaints about poor public services or other acts of irregularities. The public's right to be heard and to have their complaints responded to is guaranteed by Article 28D of the 1945 Constitution, which stipulates equality before the law and the right to fair and non-discriminatory protection of the law.

Policies such as Governor Regulation 12/2022 on electronic-based complaint management and Governor Regulation 59/2023 on whistleblowing system are important

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<sup>38</sup> Wendy Sepmady Hutahaeen, *Filsafat Dan Teori Kepemimpinan* (Malang: Ahlimedia Press, 2021).



foundations in realizing respect for the right to quality public services. From a human rights perspective, these policies ensure public accessibility to complaints channels without discrimination. In addition, the protection of whistleblowers, especially in complaints related to allegations of corruption, reflects the government's real efforts to protect the right to justice. Optimizing this role not only strengthens the government's internal oversight function but also strengthens human rights guarantees in governance at the local level.

## CONCLUSION

The implementation of public complaint handling in the Regional Inspectorate of Riau Islands Province has not been effective, although it has been supported by policies such as Governor Regulation 12/2022 and Governor Regulation 59/2023. The main challenges faced include inconsistent application of procedures, such as direct disposition to relevant units without going through a separate verification stage, as well as delays in resolving complaints that exceed the 60 working day deadline. These obstacles indicate weaknesses in the complaints management system that reduce public trust in the government. Effectiveness of the implementation of community complaints is influenced by institutions that are not well structured, limited number and competence of human resources, and low level of socialization to the community. Unclear institutional structures lead to uncertainty in the division of tasks, while limited human resources slow down the resolution of complaints. In addition, lack of education and knowledge to the community has resulted in a lack of understanding of the complaints mechanism, resulting in low community participation in the complaints system. The Inspectorate has an important role in facilitating complaints, providing education and knowledge to the public, and carrying out technical and representative duties in resolving complaints. For optimization, strategic steps are needed, such as improving the institutional structure, increasing the number and competence of human resources, and expanding socialization so that the public understands the rights and mechanisms of complaints better. With these efforts, the Inspectorate can realize transparent, accountable, and inclusive services in accordance with the principles of good governance.

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