

## COLLABORATIVE GOVERNANCE IN PUBLIC COMPLAINT SERVICES: EXAMINING THE SUCCESS OF PRO DENPASAR

I Gusti Ayu Nindya Astari<sup>1</sup>, Ni Wayan Widhiasthini<sup>2</sup>

Universitas Pendidikan Nasional<sup>1</sup>

Universitas Pendidikan Nasional<sup>2</sup>

E-mail: [ayunindyaastari@gmail.com](mailto:ayunindyaastari@gmail.com)<sup>1</sup>, [widhiasthini74@undiknas.ac.id](mailto:widhiasthini74@undiknas.ac.id)<sup>2</sup>

Received: 08/05/2026 | Revised : 15/05/2026 | Accepted: 04/06/2026 | Published :16/06/2026

### Abstract

This study examines the implementation of collaborative governance in the Pelayanan Rakyat Online (PRO) Denpasar system, focusing on how multi-actor collaboration contributes to the effectiveness of public complaint management. Using a qualitative descriptive approach, data were collected through interviews, observations, and documentation, and analyzed using the collaborative governance framework of Ansell and Gash. The findings indicate that the collaborative process in PRO Denpasar generally aligns with the theoretical framework, as reflected in clear institutional arrangements, strong leadership support, and adaptive interaction among stakeholders. The system is further strengthened by a structured digital platform, standardized procedures, defined response time, and adequate human resources, which collectively enhance responsiveness and accountability in handling public complaints. However, the study also reveals that collaboration remains largely government-centered, with the government acting as the dominant actor. The involvement of the private sector is still limited to technical and situational roles, while academic participation is minimal or absent. In addition, several challenges persist, including fragmented complaint channels, limited technical features such as mapping integration, and suboptimal community participation influenced by concerns over personal data security. Despite these limitations, PRO Denpasar demonstrates a transition toward data-driven governance and increased public engagement. The study concludes that strengthening collaborative governance requires expanding stakeholder involvement, particularly by fostering strategic partnerships with the private sector, integrating academic contributions for evidence-based policy development, improving system integration, and enhancing public trust through effective communication and data protection measures.

**Keywords:** *Collaborative Governance, Public Complaint System, Digital Governance, PRO Denpasar, Pentahelix, Public Participation*

### INTRODUCTION

The quality of public services is one of the main indicators of the success of government administration in meeting the needs and expectations of the community (Mahmud, 2023). Public service is not only focused on fulfilling administrative needs, but also reflects the extent to which the state is able to deliver governance that is responsive, transparent, and accountable. (Undang-Undang (UU) Nomor 25 Tahun 2009 Tentang Pelayanan Publik, 2009) emphasizes that the government is obliged to provide quality services, in accordance with established standards, and accountable to all citizens. However, in practice, public services in Indonesia still face various challenges, including complex bureaucracy, limited resources, and policy implementation that is often not aligned with field conditions (Adekamwa et al., 2024).

The complexity of bureaucracy and rigid regulations often hinder innovation and efficiency in public service delivery in Indonesia (Shoimuna, 2024). In many cases, layered administrative procedures result in slow processes that are not responsive to public needs (Adekamwa et al., 2024). Although many regions already have policies that support the improvement of public services, the lack of resources also hampers their effective implementation (Salam, 2023). Many local governments face budget constraints, making them unable to allocate sufficient funds to improve facilities and enhance staff capacity. As a result, public access to services remains limited in some areas, and service quality is uneven (Setyoko et al., 2021).

To address these challenges, digital transformation through an e-government approach has become a strategic solution widely adopted by local governments, as it has significant potential to enhance efficiency and accountability in public services, while also providing broader access to the community. The extensive use of information and communication technology across government institutions aims to simplify bureaucratic processes and optimize the implementation of e-government (Isma *et al.*, 2025). E-government itself refers to a form of innovation in public service delivery, citizen participation, and governance through both external and internal relationships by utilizing information technology, particularly the internet (Nugroho & Purbokusumo, 2020). E-government initiatives in various forms, including online portals, mobile applications, and digital platforms, enable citizens to access public information and interact with government services online, offering digital channels that are convenient, accessible, and user-friendly (Hasanah & Sahlan, 2024).

One of the most relevant forms of e-government implementation in improving public service quality is an online public complaint system. This system allows citizens to submit complaints, aspirations, and reports quickly, efficiently, and without conventional bureaucratic barriers. It is designed to provide faster and more accurate responses to public reports, thereby shortening the time between reporting and problem resolution in the field. This ease of access and responsiveness enables a more adaptive and efficient service process, while encouraging government institutions to be more responsive to public issues. In various countries, similar initiatives have demonstrated success in increasing citizen engagement and improving public service efficiency (Siahaan *et al.*, 2024). However, the effectiveness of online complaint systems in Indonesia still shows varied performance. According to the Ministry of Administrative and Bureaucratic Reform (KemenPANRB), based on a survey involving 1,123 respondents, the level of public satisfaction with the SP4N-LAPOR! complaint system in 2022 reached only 73.7%, leaving around 26.3% of users who were not satisfied with the system handling public service complaints. Furthermore, according to the online media (Kompasiana.com, 2024) in several regions, local governments have initiated the development of digital applications or platforms as channels for public complaints. However, most of these platforms have not been optimally designed and still face various technical constraints, making them difficult for the general public to use. In addition, not all citizens have adequate technological devices or internet access, which hinders the effective submission of complaints. Moreover, based on reports cited by Kompasiana from the Ombudsman of the Republic of Indonesia, one of the most frequently reported issues is slow and unprofessional public service. In 2023, nearly 40% of public complaints in this sector were not resolved on time. These data indicate a significant gap between public expectations and the actual response of government institutions, particularly in terms of transparency and follow-up actions.

In contrast to these issues, the Government of Denpasar has introduced an innovative initiative called the Public Service Online (PRO) Denpasar, launched in 2013. As part of the Denpasar Smart City program, PRO Denpasar offers an integrated digital platform to accommodate, process, and resolve various public reports, both through mobile applications and a website. The PRO Denpasar complaint service was developed to handle complaints within the Denpasar City Government, in response to the increasing number of public complaints on social media related to infrastructure, environmental damage, and other issues requiring government action (Narayana, 2022). PRO Denpasar reflects the local government's commitment to providing responsive and accessible public services, supported by cross-sector collaboration to accelerate the handling of reports and complaints.

The effectiveness of PRO Denpasar is reflected in data from the Denpasar City Office of Communication, Informatics, and Statistics in the 2023 PRO Denpasar Report, which recorded 1,147 complaints received throughout 2023. The reported issues covered various service sectors, including sanitation, infrastructure, social services, health, and illegal levies. As of September 2023, 1,024 complaints (89.1%) had been followed up, while 123 complaints (10.9%) had received initial responses, with 100% of responses delivered on time ( $\leq 5$  days). The high rate of resolution and timely responses indicates that PRO Denpasar is not only effective in terms of technology but also successful in managing internal governmental dynamics collaboratively.

The success of PRO Denpasar does not solely depend on the sophistication of its digital system, but also on how collaborative governance is implemented. The concept of collaborative governance refers to an approach in policy-making and public management that emphasizes the involvement of non-government actors, such as community leaders, business actors, academics, non-governmental organizations (NGOs), and other non-state institutions in decision-making processes and public service delivery (Emerson & Nabatchi in Noor *et al.*, 2022). The aim of this approach is to address complex public issues through dialogue and consensus-building among stakeholders in a deliberative forum (Noor *et al.*, 2022). In the context of PRO Denpasar, the prompt and comprehensive resolution of public complaints is the result of coordination and synergy among regional government organizations (OPD), technical service units in the field, and the community as reporting parties. This system serves

not only as a two-way communication channel between the public and the government but also as an interactive platform that encourages active citizen participation in monitoring and improving public services. Therefore, an in-depth study of the collaborative governance process in managing the PRO Denpasar complaint service is crucial. By understanding the dynamics of collaboration, supporting and inhibiting factors, mechanisms, and the role of community participation, this study has the potential to identify key success factors in online public complaint services. In the context of decentralization and regional autonomy in Indonesia, the PRO Denpasar innovation is expected to accelerate bureaucratic reform and enhance public trust in government, while also supporting the realization of inclusive, transparent, and accountable governance in Denpasar.

## **LITERATURE REVIEW**

### **Public Administration**

Public administration is a fundamental concept in understanding how governments perform their functions in delivering services to society. Chandler and Plano, as cited in Keban, define public administration as a process of organizing and coordinating resources and public apparatus to manage, formulate, and implement public policy decisions (Sawir, 2021). This definition emphasizes the managerial and coordinative aspects of governance. Nigro and Nigro further explain that public administration is a form of group cooperation within the governmental environment, encompassing the executive, legislative, and judicial branches, as well as the relationships among them (Anggraeni, 2023). Moreover, public administration plays a strategic role in the policy-making process and is therefore closely related to political processes. It also maintains strong linkages with private organizations and individuals in delivering public services. Public administration as an effort to understand the relationship between government and society, promote responsive policies toward public needs, and institutionalize effective, efficient, and rational managerial practices in governance (Pasolong, 2022). The core elements of public administration include clear objectives, collaboration among actors, and the availability of resources or instruments to achieve these objectives. Thus, public administration can be concluded as a systematic and rational process involving cooperation among individuals and institutions within the governmental system to manage public resources effectively and efficiently, including policy formulation, implementation, and evaluation.

### **Public Service**

Public service is one of the primary functions of government in fulfilling societal needs. Ratminto and Winarsih define public service as all forms of service provision, including public goods and services, which are the responsibility of government institutions at central and regional levels, as well as state-owned enterprises, in meeting public needs (Mughtar *et al.*, 2023). Public services may also be delivered by private entities on behalf of the government to fulfill community needs. This highlights the collaborative nature of service delivery. Legally, (Undang-Undang (UU) Nomor 25 Tahun 2009 Tentang Pelayanan Publik, 2009) defines public service as a series of activities carried out to fulfill service needs for every citizen in accordance with laws and regulations. Additionally, the (Keputusan Menteri Pendayagunaan Aparatur Negara Nomor : 63/KEP/M.PAN/7/2003 Tentang Pedoman Umum Penyelenggaraan Pelayanan Publik, 2003) emphasizes that public service includes all activities aimed at meeting public needs and regulatory requirements. Lenvine identifies three main indicators for evaluating public service quality: responsiveness (the ability to respond to public needs), responsibility (compliance with administrative principles), and accountability (alignment with public interests and societal norms) (Rorimpandey *et al.*, 2021). In conclusion, public service can be understood as a systematic and continuous process of service delivery carried out by government or authorized entities to meet public needs effectively, efficiently, and with a focus on citizen satisfaction.

### **E-Government**

E-Government represents an innovation in governance through the use of information and communication technology (ICT). Falih Suaedi and Bintoro Wardianto define e-government as the utilization of ICT to enhance efficiency, effectiveness, transparency, and accountability in public service delivery (Setyaningrum, 2023). Indrajit describes e-government as a new mechanism of interaction between government and stakeholders through the use of information technology, particularly the internet, aimed at improving service quality (Yunita *et al.*, 2025). It seeks to provide faster, simpler, and more cost-effective services by reducing bureaucratic barriers. Srivastava and Teo argue that e-government expands access to government services for citizens, businesses, and other stakeholders (Ghafur *et al.*, 2025). Furthermore, it supports the realization of good governance. Operationally, e-government includes several key aspects: digital public services, transparent public information, citizen participation,

administrative efficiency, and data security and privacy (Andayani et al., 2024). Thus, e-government can be defined as the application of digital technology in governance to improve service quality, enhance transparency and accountability, and promote participatory governance.

## Public Complaint Services

Public complaint services are an essential mechanism for improving the quality of public services. According to (Peraturan Menteri Pendayagunaan Aparatur Negara Dan Reformasi Birokrasi Nomor 62 Tahun 2018 Tentang Pedoman Sistem Pengaduan Pelayanan Publik Nasional, 2018), public complaints refer to the submission of grievances by citizens regarding services that do not meet established standards or involve misconduct by service providers. Complaints arise from public dissatisfaction but also serve as an opportunity for service providers to improve performance (Jeanpert et al., 2021). Syukri emphasizes that complaints are valuable sources of information for enhancing service quality and preventing future errors (Maharashtri et al., 2023). With technological advancements, complaint services are increasingly provided through digital platforms, allowing citizens to submit complaints more easily and efficiently (Yan et al., 2021). Moreover, public complaints reflect active citizen participation in monitoring government performance (Wabang et al., 2023). Therefore, public complaint services can be understood as participatory mechanisms that enable citizens to express grievances, suggestions, and feedback to improve public service delivery and strengthen government accountability.

## Online Public Service (PRO Denpasar)

The Online Public Service (PRO Denpasar) is a digital public service innovation developed by the Denpasar City Government through the Department of Communication, Informatics, and Statistics (Pemerintah Kota Denpasar, 2024). This platform functions as a tool for receiving, verifying, and processing public complaints related to development issues in Denpasar. PRO Denpasar was established as an implementation of (Peraturan Presiden (Perpres) Nomor 76 Tahun 2013 Tentang Pengelolaan Pengaduan Pelayanan Publik, 2013) and (Peraturan Walikota Denpasar Nomor 45 Tahun 2013 Tentang Pelayanan Penanganan Pengaduan Masyarakat Di Lingkungan Pemerintahan Kota Denpasar, 2013) concerning public complaint management. It allows citizens to submit complaints through a website or mobile application in a transparent and efficient manner. The platform also promotes public participation by connecting citizens with relevant government agencies (Yani et al., 2023). Each complaint is verified and forwarded to the appropriate regional government organization (OPD) for follow-up. Thus, PRO Denpasar represents an effective implementation of e-government in enhancing public service quality through a responsive and participatory digital complaint system.

## Collaborative Governance

Collaborative governance is an approach to governance that emphasizes cross-sector collaboration in addressing public issues. Collaboration refers to the integration of efforts and resources from multiple actors to achieve shared goals (Astuti et al., 2020). Ansell and Gash define collaborative governance as a governing arrangement where public agencies directly engage non-state stakeholders in collective decision-making processes based on consensus and deliberation (Astuti et al., 2020). Similarly (Emerson et al., 2012) describe it as a process involving multiple stakeholders from public, private, and civil society sectors working together to achieve common objectives that cannot be accomplished individually (Fatman et al., 2023). This concept emerges as a response to the limitations of government capacity in addressing increasingly complex public problems (Kurniadi, 2020). Therefore, collaboration becomes essential to enhance policy effectiveness and service delivery. According to O'Leary, collaborative governance is a strategic approach due to its ability to address complexity, improve program effectiveness, leverage technology, and encourage active citizen participation (Talaubun, 2022). In conclusion, collaborative governance can be defined as a governance approach that involves active and equal participation of stakeholders across sectors in decision-making and policy implementation processes to achieve more effective, inclusive, and sustainable outcomes.

## METHOD

This study employs a descriptive qualitative approach to explore in depth the process of collaborative governance in the implementation of the Online Public Service (PRO Denpasar). The qualitative design is chosen to answer essential questions regarding “who,” “what,” and “how” collaboration occurs, while also identifying supporting and inhibiting factors and examining strategic efforts to overcome existing challenges. In addition, this study explores the Pentahelix approach within the context of collaborative governance.

The research was conducted at the Department of Communication, Informatics, and Statistics of Denpasar, which serves as the leading sector in the development and implementation of the PRO Denpasar complaint service. This location was selected due to its direct relevance to the research objectives and its strategic role in managing public complaint services. To obtain more comprehensive data, the study was also carried out across multiple related institutions, including the Department of Transportation, the Department of Public Works and Spatial Planning, the Department of Environment and Sanitation, the Municipal Police (Satpol PP), and the East Denpasar Subdistrict Office. These institutions were selected based on the distribution of complaint reports in 2023, which were predominantly related to infrastructure, environmental issues, public services, and traffic.

The study utilizes both qualitative and quantitative data. Qualitative data consist of narratives, statements, and descriptive findings obtained through in-depth interviews, observations, and documentation involving government officials, service administrators, and community members as users of PRO Denpasar. Meanwhile, quantitative data are derived from official documents, such as user statistics, complaint recapitulation, follow-up reports, community satisfaction indices, and institutional data. However, quantitative data are not statistically analyzed but are interpreted descriptively to support qualitative findings. Data sources are categorized into primary and secondary data. Primary data are obtained through in-depth interviews, direct observations, and documentation at the research site, including monitoring the PRO Denpasar platform to examine reporting patterns, institutional responses, and follow-up actions. Secondary data are collected from documents such as organizational profiles, standard operating procedures (SOPs), annual reports, legal regulations, and relevant academic literature.

Data collection techniques in this study include semi-structured interviews, non-participant observation, documentation, and open-ended questionnaires. Semi-structured interviews allow flexibility in exploring deeper insights while maintaining alignment with research objectives. Observations are conducted without direct involvement, focusing on the interaction processes among institutions and the handling of public complaints, including activities at the Damamaya Cyber Monitor center. Documentation is used to support and validate findings from interviews and observations. Additionally, open-ended questions distributed via Google Forms are employed to gather broader perspectives from community members.

The selection of informants is conducted using purposive sampling and snowball sampling techniques. Informants are chosen based on their relevance, knowledge, and involvement in the PRO Denpasar service. Key informants include government officials, service administrators, and community members who have experience using the service. The study involves approximately 10–15 institutional informants and around 50 community informants, with the final number determined based on the principle of data saturation. To ensure data validity and credibility, this study applies several techniques, including prolonged engagement, increased persistence, triangulation, and member checking. Triangulation is conducted by comparing data from different sources and methods, while member checking allows informants to verify and confirm the accuracy of the collected data and interpretations.

Data analysis is carried out using the interactive model of Miles and Huberman, which consists of three main stages: data reduction, data display, and conclusion drawing/verification. Data reduction involves selecting and simplifying relevant information from field data. Data display is conducted by organizing information into narrative descriptions, categorizations, or visual representations to facilitate understanding. Finally, conclusions are drawn and continuously verified to ensure their validity and consistency with the research findings.

## RESULTS AND DISCUSSION

### Starting Conditions of Collaboration

In the collaborative governance model, Ansell and Gash emphasize that starting conditions are a crucial factor influencing the success of collaboration. These conditions include disparities in power, resources, and knowledge (resource asymmetry) among actors, which shape interaction dynamics and affect collaboration effectiveness from the outset (Talaubun, 2022). Thus, starting conditions serve as the foundation that determines whether collaboration can proceed effectively or encounter obstacles early on. In the context of the Online Public Service (PRO Denpasar) in Denpasar, the findings indicate that the initial conditions of collaboration evolved gradually over time. The public complaint system did not emerge instantly in its current digital form but developed from a conventional, non-integrated system. This was highlighted by Gde Wirakusuma Wahyudi, Head of the Department of Communication, Informatics, and Statistics of Denpasar, who explained that the system originated around the year 2000 under the name “Halo Denpasar,” where complaints were submitted via telephone or facsimile. It later transitioned into a web-based system around 2008 and eventually evolved into an Android-based application in 2013.

This evolution reflects a long-term institutional adaptation process in response to technological advancements and increasing public demands for more efficient services. Initially, complaint handling was fragmented across different government agencies, resulting in weak coordination. However, as public service demands grew, the system became more structured and integrated into a single platform. From the perspective of collaborative governance theory, these findings indicate that the historical relationship among actors was largely cooperative rather than conflictual. The absence of significant conflict in earlier complaint management practices became a positive foundation for collaboration. Previous experiences of cooperation facilitated institutional integration and strengthened mutual trust among actors. This aligns with the argument that positive past interactions enhance trust and improve collaborative processes (Ansell & Gash, 2018).

In terms of public participation, the findings reveal that PRO Denpasar has been actively utilized as a channel for submitting complaints. The number of reports received annually ranges from approximately 1,000 to 1,500 cases. This indicates not only the functional effectiveness of the system but also a growing level of public trust. As stated by the Head of the Department, the high number of complaints reflects increasing public expectations for rapid responses and a stronger willingness to engage with government services. Furthermore, data obtained through open-ended questionnaires show that most respondents perceive PRO Denpasar as accessible, practical, and transparent. The platform provides clarity in reporting procedures and follow-up actions, which enhances user satisfaction. This suggests that digital platforms can play a significant role in strengthening citizen-government interaction, particularly in the context of public complaint services. However, the study also identifies several challenges in the initial conditions of collaboration. One of the main issues is the variation in capacity among regional government agencies (OPD). Differences in response time, accuracy, and quality of follow-up actions indicate that not all institutions possess equal capabilities in managing complaints. For instance, administrative procedures within certain agencies require additional coordination with higher-level officials before responding, which may delay initial responses. This finding is supported by statements from both the Head of Public Communication Management and the PRO Denpasar verification administrator, who highlighted internal bureaucratic processes as a contributing factor to delays.

From a collaborative governance perspective, this condition reflects the presence of resource asymmetry, which can hinder the effectiveness of collaboration if not managed properly. Although the system is digitally integrated, disparities in institutional capacity remain a critical issue affecting service consistency. Therefore, integration at the technological level does not automatically guarantee uniform service quality across institutions. On the other hand, the Denpasar City Government has established a relatively strong institutional and technological framework to support the complaint management system. PRO Denpasar is integrated with multiple complaint channels and supported by a clear workflow, including reporting, verification, and follow-up processes. This structured mechanism enables better monitoring and accountability, allowing citizens to track the progress of their complaints. In conclusion, the starting conditions of collaboration in PRO Denpasar can be considered relatively supportive. This is evidenced by prior cooperative experiences, high levels of public participation, and the availability of an integrated digital system. Nevertheless, challenges remain, particularly in terms of unequal institutional capacity and the need to continuously strengthen public trust through consistent and high-quality service delivery. These findings highlight that successful collaborative governance requires not only technological integration but also balanced capacity, strong coordination, and sustained trust among stakeholders.

### **Facilitative Leadership**

Leadership plays a crucial role in ensuring the success of collaborative governance, particularly in directing, coordinating, and ensuring the active involvement of all stakeholders in the public complaint management process. Within the collaborative governance framework, leadership is essential in integrating stakeholders into a shared forum, encouraging participation, and fostering a collaborative spirit to achieve common goals (Talaubun, 2022). As emphasized by (Ansell & Gash, 2018), facilitative leadership is a key driver that enables collaboration to function effectively by bridging institutional boundaries and aligning diverse interests.

In the implementation of PRO Denpasar in Denpasar, the findings reveal that leadership plays a strong and active role, particularly in ensuring that each regional government agency (OPD) performs its responsibilities effectively. Based on interview results, leadership is not only limited to policy formulation but also involves direct monitoring of complaint handling processes. The Head of the Department of Communication, Informatics, and Statistics highlighted that leadership involvement significantly motivates OPDs to work more effectively, as leaders actively supervise and control complaint management while also facilitating coordination among agencies. This finding indicates that leadership in PRO Denpasar extends beyond administrative functions and operates at an operational level. Direct involvement by leaders encourages discipline, accountability, and responsiveness among

implementing agencies, ensuring that public complaints are handled promptly and appropriately. Furthermore, leadership is strengthened through a system-based monitoring mechanism that allows real-time supervision. The study found that local leaders, particularly the Mayor, monitor complaint progress through a digital system equipped with color-coded indicators. Reports that have not been followed up receive immediate attention, prompting relevant agencies to act quickly. This reflects a form of responsive and data-driven leadership, where decision-making is supported by digital monitoring tools. This condition demonstrates the presence of a clear control mechanism within the complaint management system. Through system-based monitoring, leaders can easily identify unresolved issues, thereby ensuring that all agencies adhere to established procedures. This aligns with the concept of facilitative leadership, which emphasizes coordination, transparency, and accountability in collaborative processes (Ansell & Gash, 2018).

In addition to supervision, leadership also plays a vital role in ensuring uniform commitment among agencies through the implementation of standardized response times. These service standards serve as a shared benchmark for all OPDs in handling public complaints, thereby promoting consistency in service quality. According to (Pemerintah Kota Denpasar, 2024) complaints must be forwarded to the relevant agency within 24 hours, while resolution or clarification must be provided within 3–7 working days for simple cases and 7–30 working days for cases requiring inter-agency coordination. The enforcement of these standards reflects the role of leadership in institutionalizing performance expectations and ensuring accountability. Faster and more accurate responses contribute to building public trust, as timely service delivery is closely associated with citizen satisfaction. This finding supports the argument that leadership is instrumental in maintaining commitment and sustaining collaborative performance.

Moreover, leadership also functions as a mediator in addressing coordination challenges among agencies. When obstacles arise, leaders facilitate communication and bridge institutional gaps, ensuring that collaboration continues without disruption. This bridging role is essential in overcoming sectoral boundaries and maintaining effective inter-agency cooperation. From the perspective of public participation, leadership has also encouraged greater accessibility of services through digital innovation. PRO Denpasar is now integrated into the Denpasar Prama Sewaka (DPS) application, enabling citizens to submit complaints anytime and anywhere. This reflects a shift toward more responsive and citizen-oriented public service delivery, where accessibility and convenience are prioritized. From a collaborative governance perspective, these findings indicate that facilitative leadership in PRO Denpasar has been effectively implemented. Leadership has successfully fostered coordination, maintained institutional commitment, and ensured stakeholder engagement throughout the collaborative process. This role has become a critical factor in supporting the development of an integrated, responsive, and reliable public complaint management system. In conclusion, facilitative leadership in PRO Denpasar demonstrates strong characteristics of effective collaborative governance. The combination of direct involvement, system-based monitoring, standardized performance measures, and inter-agency coordination highlights the importance of leadership in sustaining collaboration and improving public service outcomes.

### **Institutional Design**

Institutional design is a critical component in supporting the success of collaborative governance, as it provides the structural framework that regulates interactions among stakeholders. Within the collaborative governance framework, a well-defined institutional design is essential to promote participation, transparency, and orderly collaboration processes. It is closely related to the formal rules and operational mechanisms that guide actors in carrying out their roles (Talaubun, 2022). Therefore, the presence of clear regulations and structured procedures becomes a fundamental requirement to ensure that collaboration operates in a consistent and coordinated manner. In the implementation of PRO Denpasar in Denpasar, institutional design is supported by a clear legal framework, particularly through the (Peraturan Walikota Denpasar Nomor 53 Tahun 2024 Tentang Pengelolaan Pengaduan Di Lingkungan Pemerintah Daerah, 2024) concerning Public Complaint Management within the Local Government. This regulation comprehensively governs the complaint management process, including submission, verification, distribution, and follow-up. It also mandates the use of an integrated system, positioning PRO Denpasar as one of the official complaint channels. The existence of this regulation provides legal certainty and serves as a standardized guideline for all regional government agencies (OPD) in managing public complaints. Further strengthening of the institutional design is reflected in the (Keputusan Walikota Denpasar Nomor 100.3.3.3/706/HK/2025 Tentang Kelembagaan Pengelolaan Pengaduan Di Lingkungan Pemerintah Kota Denpasar, 2025) concerning the Institutional Structure of Complaint Management in Denpasar City Government. This decree clearly outlines the organizational structure, consisting of supervisors, directors, persons in charge, complaint management officers, liaison officers,

and implementing officers. This structured division of roles ensures that each actor has specific responsibilities, thereby clarifying coordination flows and minimizing overlapping authority. The hierarchical structure demonstrates a systematic governance model. The Mayor acts as the supervisor, providing policy direction and oversight. The Regional Secretary serves as the director, ensuring policy implementation aligns with established regulations. At the operational level, heads of regional agencies function as responsible officers coordinating complaint handling within their respective institutions. The Department of Communication, Informatics, and Statistics acts as the central complaint management authority, overseeing the PRO Denpasar system, including verification and distribution of reports. Liaison officers facilitate inter-agency coordination, while implementing officers directly handle and resolve complaints based on their functional responsibilities.

This structured institutional arrangement indicates that the PRO Denpasar system has been designed in a hierarchical and systematic manner, enabling clear coordination from policy-making to technical implementation. Such clarity not only defines responsibilities but also enhances efficiency in managing public complaints. In practice, the division of roles is evident in the operational management of complaints. Each report is handled by the relevant agency through designated administrators. However, findings indicate that administrators generally have limited authority, primarily focusing on initial coordination and reporting. In many cases, they must consult higher-level officials before issuing responses to the public. As explained by the Head of Public Communication Management, administrators require prior coordination because decision-making authority lies with liaison officers and complaint management officials. This reflects a structured decision-making mechanism, ensuring that responses provided to the public are accurate and authorized. In addition to regulatory and structural aspects, institutional design is further supported by Standard Operating Procedures (SOPs) that regulate the technical workflow of complaint management. These SOPs define clear timelines for response and follow-up actions, ensuring consistency in service delivery. The existence of such procedural standards contributes to transparency and accountability, as each stage of complaint handling is recorded within the system and can be monitored by both administrators and the public. This also facilitates performance evaluation of government agencies in handling complaints.

However, when viewed from the scope of stakeholder involvement, the institutional design of PRO Denpasar remains predominantly government-centric. The regulatory framework and operational mechanisms primarily focus on internal collaboration among government actors, including leadership, the central managing agency, and technical implementing units. The involvement of external actors, such as the private sector and media, is not formally structured within the institutional framework. Although private sector participation exists, particularly in system development and maintenance, it operates through administrative mechanisms such as procurement processes and contractual agreements, rather than as an integrated institutional role. Similarly, the role of media is not formally recognized within the complaint management structure, indicating that media participation remains external to the formal governance system. This condition suggests that the institutional design of PRO Denpasar emphasizes internal governmental collaboration as the primary driver of the system. While this approach has successfully established a strong foundation for complaint management supported by clear regulations, defined roles, and structured procedures it also highlights the need for further development.

From a collaborative governance perspective, the findings indicate that the institutional design of PRO Denpasar is relatively robust but still has room for improvement. Strengthening cross-sector collaboration and incorporating external stakeholders into the institutional framework could enhance adaptability and sustainability. Expanding stakeholder involvement would not only improve service delivery but also align with the broader principles of collaborative governance, which emphasize inclusivity and multi-actor participation (Ansell & Gash, 2018). In conclusion, the institutional design of PRO Denpasar provides a solid foundation for collaborative governance through clear legal frameworks, structured roles, and standardized procedures. However, to achieve a more comprehensive and effective collaborative system, it is necessary to enhance inter-agency coordination and expand the involvement of non-government actors in the governance structure.

## Collaborative Process

The collaborative process in the implementation of PRO Denpasar reflects the dynamic interaction among stakeholders in managing public complaints. Within the framework of collaborative governance, Chris Ansell and Alison Gash identify five key elements of the collaborative process: *face-to-face dialogue*, *trust building*, *commitment to process*, *shared understanding*, and *intermediate outcomes* (Ansell & Gash, 2018). These elements are interconnected and form a continuous cycle that determines the effectiveness of collaboration. In the context of PRO Denpasar, the findings indicate that the collaborative process has been implemented in a relatively adaptive and

functional manner. Interaction among actors does not rely solely on formal mechanisms but also develops through flexible and responsive communication patterns that adjust to situational needs.

First, *face-to-face dialogue* is not limited to formal meetings but extends to various forms of communication, including virtual coordination via digital platforms and informal communication channels such as messaging groups. This flexibility enables faster coordination, particularly in responding to urgent complaints. The findings suggest that dialogue functions not only as a medium for communication but also as a problem-solving mechanism that facilitates the alignment of perceptions and coordination among stakeholders. This is consistent with the view that effective dialogue is essential in identifying shared problems and generating collaborative solutions (Hafis, 2023). Second, *trust building* emerges as a crucial element supported by transparency, consistency, and system accountability. The PRO Denpasar system allows the public to monitor the progress of complaint handling, which enhances both institutional accountability and public trust. The inclusion of evidence, such as documentation of field follow-ups, further strengthens credibility. These findings indicate that trust in this context is largely institutional, built through transparent and measurable mechanisms rather than solely interpersonal relationships. This aligns with the notion that trust in collaborative governance is developed through repeated interaction, openness, and consistent performance (Hidayat et al., 2023).

Third, *commitment to process* is reflected in the consistency of government agencies in handling complaints according to established procedures. Despite the emergence of multiple complaint channels, including social media, all reports are still processed within the formal system. This demonstrates a strong operational commitment. Additionally, commitment is reinforced institutionally through leadership support and formal instruments such as integrity pacts signed by government agencies. These findings are consistent with the argument that commitment is essential for sustaining collaborative processes and ensuring continuous stakeholder engagement (Afrisal, 2022; Sartika, 2024). In this case, commitment operates at both operational and institutional levels. Fourth, *shared understanding* among stakeholders has been developed through continuous socialization programs, technical guidance, and the existence of standard operating procedures (SOPs) and regulatory frameworks. All participating agencies share a common perception that public complaints represent a form of public service that must be addressed responsively. However, the study also finds that shared understanding is dynamic rather than static. Differences in interpretation may still arise, particularly in handling complex or cross-sectoral complaints. This supports the argument that shared understanding is continuously constructed through interaction and communication rather than being established instantaneously (Anggraeni, 2023; Talaubun, 2022).

Fifth, *intermediate outcomes* indicate significant improvements in the performance of public complaint management. These include increased efficiency, reflected in the reduction of response time to an average of approximately 1.5 days compared to the previous standard of up to 7 days, a high rate of complaint resolution, increased public participation, and the transformation of the complaint system from manual to integrated digital platforms. In addition, internal coordination among government agencies has improved, with clearer distribution mechanisms and more systematic follow-up processes. These outcomes align with the concept that intermediate outcomes serve as indicators of progress within collaborative processes before achieving long-term impacts (Noor et al., 2022).

However, a critical analysis reveals that these achievements are not without limitations. Faster response times do not necessarily guarantee the quality of problem resolution, and the increasing number of complaints may also indicate unresolved structural issues within public services. Furthermore, accessibility barriers, such as the requirement for user registration, may discourage some members of the public from utilizing the system. Overall, the collaborative process in PRO Denpasar demonstrates that collaboration has been functioning in an adaptive and evolving manner. The integration of digital systems has played a significant role in enhancing transparency, efficiency, and accountability. Nevertheless, the collaboration remains in a developing stage, requiring further improvement in the quality of service outcomes, equal capacity among participating agencies, and accessibility for the public. Strengthening these aspects is essential to achieving a more mature and sustainable model of collaborative governance.

## The Pentahelix

The Pentahelix approach in the management of Pelayanan Rakyat Online (PRO) Denpasar provides a comprehensive framework to understand how multiple stakeholders interact in supporting the effectiveness of a public complaint system. This approach emphasizes that public service delivery is not solely the responsibility of government institutions, but rather the result of collaboration among five key actors: government, private sector, community, academia, and media. In the context of PRO Denpasar, the involvement of these actors reflects varying

roles, levels of participation, and degrees of integration, indicating that collaboration does not always occur in a fully balanced or equally distributed manner. From the government perspective, the Denpasar City Government acts as the central and dominant actor in managing the PRO Denpasar system. Its role extends beyond merely providing the platform, encompassing regulatory, controlling, and operational responsibilities. The Department of Communication, Informatics, and Statistics (Diskominfos) serves as the leading sector, coordinating complaint verification, distribution, and monitoring across all regional agencies. Internally, the system demonstrates strong institutional integration, with designated administrators in each agency responsible for handling complaints according to their authority. Leadership involvement further strengthens this role, as top officials actively monitor complaint handling processes, ensuring accountability and responsiveness. However, this strong governmental dominance also indicates that the collaboration pattern remains largely government-centered, where decision-making and system control are concentrated within public institutions.

In contrast, the private sector's involvement is more limited and situational. It plays a dual role: as a supporting actor in resolving complaints related to infrastructure or utilities beyond government authority, and as a technical partner in system development. Private entities such as telecommunication providers are engaged when complaints involve their services, while developers contribute to maintaining and upgrading the PRO Denpasar application. Despite this, the relationship tends to be contractual and administrative rather than strategic, indicating that the private sector has not yet fully evolved into a co-creator of public service innovation. The community, on the other hand, represents one of the most active actors within the system. Citizens function not only as service users but also as primary sources of information through submitted complaints. High reporting rates and positive user feedback indicate that the system is accessible and responsive to public needs. Moreover, the transparency features of PRO Denpasar enable citizens to monitor complaint progress, positioning them as agents of public oversight. This reflects a shift from passive service recipients to active co-producers in public service delivery. Additionally, community involvement is strengthened through local institutions such as traditional village councils and social organizations, which help disseminate information and encourage participation. Nevertheless, public participation remains largely operational focused on reporting and monitoring rather than strategic, as involvement in policy formulation or system evaluation is still limited.

The role of academia within PRO Denpasar is notably minimal. There is no significant evidence of academic involvement in system development, evaluation, or policy formulation. This absence highlights a gap in integrating research-based insights into public service management. Ideally, academic institutions could contribute as knowledge providers, offering data-driven analysis, policy recommendations, and innovation strategies. The lack of such involvement suggests that the system's development relies more on practical and internal approaches rather than evidence-based policymaking, potentially limiting long-term innovation and analytical depth. Meanwhile, the media plays a dynamic and evolving role within the PRO Denpasar ecosystem. Initially functioning as a dissemination channel through print media, its role has expanded significantly with the rise of digital platforms. Social media now serves as both an alternative complaint channel and a space for direct interaction between citizens and government. In addition, internal communication tools such as WhatsApp groups among government administrators demonstrate how media platforms also function as coordination mechanisms within the bureaucracy. This evolution positions media as a bridging mechanism that connects public participation with governmental responsiveness. However, the use of multiple communication channels also presents challenges, particularly in ensuring that all complaints are centrally documented within the main system to avoid data fragmentation.

Overall, the Pentahelix analysis of PRO Denpasar reveals that while the system demonstrates strong institutional capacity particularly within the government and community dimensions the collaborative ecosystem is not yet fully balanced. External actors such as the private sector, academia, and media are involved but not optimally integrated into a strategic partnership framework. Therefore, future development should focus on strengthening inclusive collaboration by enhancing the roles of non-government actors, promoting evidence-based policymaking, and ensuring system integration across all communication channels. Such efforts are essential to achieving a more mature, sustainable, and truly collaborative model of public service governance.

## **CONCLUSION**

Based on the research findings and discussion, it can be concluded that the implementation of collaborative governance in PRO Denpasar generally aligns with the framework proposed by Ansell and Gash, particularly in terms of institutional design, leadership support, and adaptive interaction processes among actors. The presence of clear governance structures, responsive leadership, and continuous communication has contributed to the effectiveness of public complaint handling. However, the collaborative pattern that emerges remains predominantly

government-centered, where the government acts as the main and most dominant actor. The involvement of the private sector is still limited to technical and situational roles, while academic actors have not yet been meaningfully engaged. This indicates that the collaboration has largely operated at an operational level and has not fully evolved into a more strategic and balanced partnership among stakeholders. Furthermore, the implementation of collaborative governance in PRO Denpasar is supported by a well-structured digital system, standardized procedures including response time, clear role distribution among regional agencies, and relatively adequate resources. Continuous system development and the utilization of complaint data also reflect a gradual shift toward data-driven governance. Despite these strengths, several challenges remain, including the dominance of government, limited and non-strategic involvement of the private sector, and the absence of academic participation. Additional constraints such as fragmented complaint channels, technical limitations (including mapping features), and suboptimal community participation particularly due to concerns over personal data security also affect the overall effectiveness of collaboration.

Therefore, efforts to strengthen collaborative governance in PRO Denpasar need to focus on expanding and deepening stakeholder involvement. This includes fostering more strategic partnerships with the private sector, integrating academic contributions to support evidence-based evaluation and system development, and improving system integration across complaint channels. Enhancing technical features, particularly location-based tools, is also essential to support field coordination. At the community level, more diverse and communicative outreach strategies are needed, alongside efforts to build public trust, especially regarding data security. Through these improvements, collaborative governance in PRO Denpasar can evolve toward a more inclusive, integrated, and sustainable model of public service delivery.

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