

Legal Aid and Public Service Center For Handling Public Complaints in Cirebon City

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Abstract: The Legal Aid Center was established pursuant to Law Number 16 of 2011 on Legal Aid in Indonesia; in its operations, the Legal Aid Center Adheres to this law to assist the public in accessing legal aid services—specifically, the Legal Aid Center in Pulasaren Subdistrict, Cirebon City. This initiative was undertaken by the Cirebon City government to assist resident facing legal issues arising from problems in their neighborhoods and/or communities. This study was conducted to examine the services provided by the Legal Aid Center in Pulasaren Subdistrict, Cirebon City—from the bureaucratic application process to the responses from the relevant authorities—with the aim of ensuring equal acces to justice in public services. This study employed a qualitative descriptive approach, involving the collection of documents, interviews with paralegals, representatives of the Cirebon City Legal Documents and Information Network (JDIH)—which serves as the Cirebon City Legal Entity—residents of Pulasaren as respondents, and field observations at the research site. The result of the study indicate that the management of Legal Aid Center services in Pulasaren Village is not yet fully independent because it relies heavily on the Cirebon City Legal Entity and expert in the field, lacks adequate facilities, and suffers from a lack of capacity building provided by the Cirebon City Legal Entity to Paralegals—who serve as advocates at the village/subdistrict level—which hinders the resolution of reported cases. Nevertheless, the Legal Aid Center in Pulasaren Subdistrict continues to provide services in the form of legal information on basic legal knowledge, meditation, consultations, and legal referrals, particularly to underprivileged individuals and those with limited legal knowledge.

Keywords: *Posbankum; Public Service; Access to Justice; Community; Quality*

Introduction

Public service is, In fact, a series of activities aimed at fulfilling the legally mandated service needs of every individual with regard to goods, service, and/or administrative services provided by public service providers. According to law No. 25 of 2009 on Public Service, All governments agencies are obligated to Provided self and accountable service in order to board public trust. The quality of these Services is a key tool for the state to archive social justice, whereby Services must be provided promptly, safely, and without discrimination. Based on the opinion Zeithaml, and Berry Parasuraman, (Erlianti et al., 2022)

Service success is measured to five aspect of service quality: Reliability, Tangibles, Responsiveness, Assurance, and Empathy.

In practice, Within Indonesia's bureaucracy, the optimization of public service system has not yet been fully implemented in a effective manner, nor has it earned the public's trust. Inequality and bias in public service remain a problem, especially for people from law socioeconomic backgrounds (Aris et al., 2021). These structural barriers often arise due to a lack of responsiveness on the part of local governments in listening to the voice of the community, as well as lack of accessibility to services at the grassroots level. These disappeared resort in discrimination against low-income groups who need assistance or administrative protection from the government.

Previous research has renenerally Analysis this issue from a doctrinal legal perspective. Studies conducted by (Choirina & Aliza, 2025), as well as (Jecika Anastasya Siwi, 2020), both share the same research focus: access to legal aid, particularly for communities facing barriers to obtaining legal services.

The Legal Aid a public service agency officially launched on October 2, 2005 in Bandung, was established based on a mandate Law No. 16 of 2011 on Legal Aid (Jecika Anastasya Siwi, 2020). The existence of Posbankum serves as a crucial foundation for the government in ensuring equal access for low-income individuals and those with limited understanding of administrative procedures. Through this institution, the government's role in addressing public compliance can be consolidated so that citizens not only obtain legal certainty but also experience responsive public service from local governments.

The City of Cirebon is one of the areas implementing this initiative, with a specific focus on Pulasaren Village, with a special focus on the Pulasaren neighborhood, as the policy is still new and many residents are not yet aware of the existence of village/neighborhood legal aid posts. Initial findings indicate discrepancy between expected public service standards and actual performance on the ground. The handling of public complaints related to social issues— suck as a child protection and neighborhood disputes— is still carried out you sing confessional methods without an organized complaint management system.

Service quality, when viewed from a clear perspective, reveals several notable weakness in the "Tangibles" category, specifically regarding the limited availability of service support facilities at the village level. The process of handling public complaints proceeds very slowly, and conflict mediation management by paralegals is not yet fully independent. As a result, the number of reports filed has been declining due to concerns about time efficiency.

Based it on the background discussion above, this study aims to analyze the quality of public services provided by the Legal Aid Office in Pulasaren Village, Cirebon City, using the Servqual theory. The study focuses on the speed and responsiveness in handling complaints from low-income communities, the competence and ethics of frontline staff (lower-level bureaucrats) in ensuring service delivery, and the availability of organizational support facilities. It is important to conduct this evaluation so that complaint handling is no longer burden on the bureaucracy but rather an effective solution for the community.

Literature Review

Concepts and Implementation of public policy

Public policy refers to all decisions made by the governments regarding actions to be taken or not taken in order to address shared issues. In the field of public administration, the policy process is not limited to the phase of enacting regulations, but is largely determined by the extent to which those policies are implemented.

Policies as public solutions are designed to address social injustices in society. The emergence of service programs such as Posbankum is an example of top-down policy implemented to address the challenge of access to justice for the underprivileged. Successful implementation: From the perspective of public administration theory according to George Edward III's (Eka Septianawati, 2024) states that the successful implementation of a public policy at the grassroots Level is influenced by four key elements, namely Communication: Clarity in the flow of information from the city government's bureaucracy to the village level; Recourses: The availability of qualified implementing staff (paralegals) as well as supporting facilities and resources; Disposition: The commitment and responsiveness of the officials implementing the policy; Bureaucracy structure: Clear and straightforward Standard Operating Procedures (SOPs) for handling complaints.

Legal basis and Legal aspect of Public Administration

In the context of public administration, the law serves as the official basis of legitimacy and guideline for governments officials is carrying out their duties (*wetmatigheid van bestuur*). The provision of complaint-handling service at Posbankum is governed by significant legal instruments. Law No. 25 of 2009 on Public Services, This regulation function as the primary law (umbrella act) affirming citizens' right to quality services and the obligation of local government agencies to provide effective public complaints management units. Legally, these provisions support the establishment of Posbankum to ensure equitable justice for people facing financial hardship.

The administrative law (HAN) perspective on this analysis does not focus on the criminal or civil law aspect of community cases, but rather on the law governing organizational administration. The questions that arise are whether the establishments of Posbankum at the subdistrict level is visit on a cleare decree issued by the mayor or the Kelurahan head, and how it is administrativeley accountable to the Legal Entity of the City of Cirebon.

The Government's Responsibilities or Role in providing Public Services

Though the implementation of modern public administration, local governments are transitioning from the role of rulers to that of public servants. According to the New Public Service (NPM) theory, the government's primary responsibility is to identify, negotiate, and clarify the interests of the public so that they receive equitable services.

The Cirebon City governments plays a vital role as a liation and regulator. The government also serves as provider of inclusive access; to achieve this, it has established

location for handling public complaints at the lowest level of government—the Kelurahan—to dispel The perception that the legal bureaucracy is expensive and unfair.

Capacity-building effort within local governments (though legal entities or the Cirebon City Legal information System) have a responsibility to strengthen the institutions under their purview. This responsibility includes providing funding, physical facilities, and regular skills training for paralegals, who serve as frontline officials who interact directly with public complaints.

Complaint Monitoring and Resolution in the Government's responsibility to ensure that every complaint received from resident of Pulasaren subdistrict is not only acknowledged but also addressed and resolved clearly and thoughtfully, as a form of accountability for the performance of local government agencies.

Legal aid Center

Legal Aid Center provide legal assistance to members of the public who lack legal knowledge and to help low-income individuals, regardless of their socioeconomic status. Village/subdistrict Legal Aid Center are established though a people-centered approach to justice by providing inclusive access and activity involving the community (Wahyu Yulianto, 2025).

The primary objective is to ensure that the legal surfaces provided by the state are more responsive to the needs of the public—particularly vulnerable and economically disadvantaged groups— We are also bringing the gap in access to justice that many people still face (Wahyu Yulianto, 2025). Resident who encounter problem in their village or subdistrict may report these issues to village or subdistrict officials by submitting the following required documents.

1. Submit a written application that includes at a minimum the identity of the applicant for legal aid and a brief description of the issue for which legal aid is being requested.
2. Submit documents related to the case.
3. Attach a certificate of poverty by the neighborhood head, village head or an official of equivalent rank in the area where the applicant for legal aid resides.

For members of the public who have submit an application the documents received will be processed as soon as possible, followed by mediation. The step in this process are as follows:

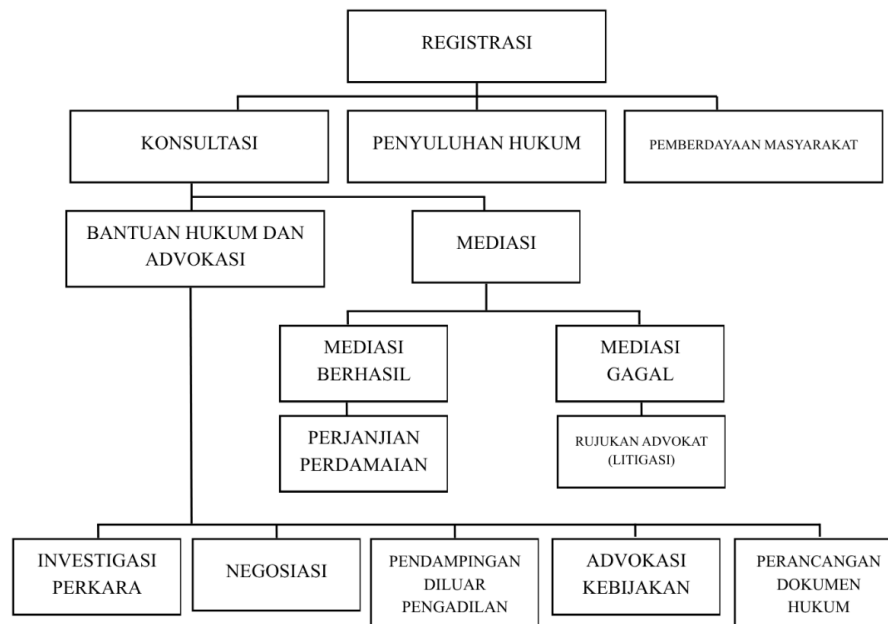


Figure 1: Posbankum Service Flowchart

Source: Cirebon City Regional Secretariat, JDIH division.

1. Register by bringing document such as your ID card, family card and court case document.
2. The Posbankum staff member will record the applicant's information and the nature of the legal issue on the registration form.
3. Document that have been received by the administrative office will then go through the following stages:
 - a. Consultation: the purpose is for the applicant to gather information about legal issues and discuss them.
 - b. Legal Education: raising public awareness of the importance of basic legal knowledge.
 - c. Community Empowerment: providing brief and straightforward information about the rights they will receive.
4. Conduct initial mediation which was possible outcomes, namely:
 - a. Successful mediation (non-litigation): the issue has been resolved and both parties have reached an agreement, provided that a settlement agreement is drawn up.
 - b. Mediation fails (Litigation): The case is referred to court or a higher legal authority.
5. Legal assistant in the form of services for members of the public who need support while dealing with legal cases.
6. Gather Documentary evidence for the Investigation of the case.
7. Negotiate to find a solution that is not unfair to either party.
8. Provide support outside of court and monitor the process to ensure that the petitioner feels safe and protected.

9. During the negotiation process, officials assisting the applicant are sometimes faced with situations and conditions that are beyond their control. Therefore, in such situations, officials must act wisely the applicant when making decisions.
10. Draft an agreement with the pecans as supporting evidence.

Previous research

Another study conducted by (Jecika Anastasya Siwi, 2020) titled "The Role of Legal Aid Intitutions as Viewed Through Law of the Republic of Indonesia No. 16 of 2011" aims to examine the mechanism for providing legal aids in accordance with law of the Republic of Indonesia No. 16 of 2011 on legal aid and to what extent is the provision of legal aid effective for the public. This article then highlights the issues surrounding the role of legal aid insitutions, particularly for people in the lower-middle economy class.

A study authored by (Choirina & Aliza, 2025) titled "Legal Aid Posts (Posbankum) in Villages/Subdistricts as a Strategy for Equal Access to Justice in Central Java", Regional Office of the Ministry of Law and Human Rights was carried out as a step to reduce disparities in access to justice for rural residents, which had long been hindered by factors such as distance, cost, and a lack of legal literacy (out of a total of 8,563 villages/subdistricts, only 58 verified legal aid organizations were available). This study employs a juridical-empirical research approach, drawing on the author's experience as an intern involved in outreach activities and data entry related to Posbankum.

The conclusion of previous research on Posbankum is that it focuses on serving the lower-middle class and communities with limited knowledge of legal aid. Posbankum is expected to serve as a bridge for people who are unaware of the proper procedures for filing legal complaints in accordance with applicable laws. The upcoming study will focus on evaluating the quality of Posbankum in Cirebon City, specifically in the Pulasaren neighborhood, to address the following issues: (1) case complaints; (2) whether these issues were resolved through mediation; and (3) the quality of access to the law and access to justice.

Research Method

The research method used in this study is a qualitative approach in which the researcher seeks to analyze the data though descriptive procedures that provided an explanation of the evidence in the form of written and/or spoken words search from the informants involved throughout the research process. This study is also supported by primary data document from provious research to obtain additional information for comparative analysis.

The data collected through field observations was then analyzed to test its validity. The validity testing in the study utilized source triangulation, methodological triangulation, and member checks. The source and/or methodological triangulation was intended to gather data from documents derived for interviews with the Cirebon City Legal entity, paralegals and the Pulasaren community, which were then compared with the result of interviews, observations and documentation to verify the accuracy of both verbal and

written data against field findings. The collected data was then subjected to a member check to ensure consistency between the data from informants, interviews and on site observations, and to draw conclusions regarding the consistency of research interpretation.

Research Result

Research findings from observation conducted in Pulasaren Village, Cirebon City indicate that the Legal Aid Center in Pulasaren Village represents the implementation of a newly introduced legal initiative for the local community— a facility designed to assist residents in resolving legal issues. The purpose of this community service— The village-level Legal Aid Center— is to serve as a solution for resident obtain justice and accessible legal aid. Deregulation go for name the legal at center were only ratified two mouths prior to the public awareness campaign held in Pulasaren Village on December 10, 2025, which addressed the introduction of village-level Legal Aid Center—including the number of village that have already implemented the service, the number of prospective paralegals, and the collaborative teams working with the Legal Aid Center. The outreach even excuses Cirebon City regulation No. 10 of 2024 on the protection of women from violence, exploitation and discrimination—a topic closely aligned with the of priciples of Posbankum's services, which at that time were addressing the urgent issue of trafficking in underage girls within the region. The handling of Posbankum complaints will involve export competent in their respective file to support the resolution of incoming complaints. According to the data analysis presented at the outreach event, 21,533 Village/Subdistrict Legal Aid Posts have been established in Cirebon City, 14,690 people have participated in paralegal training for these posts, and cooperation agreements have been signed with several parties, namely the Supreme Court, the Ministry of Home Affairs, the Ministry of Villages and Rural Development, and the Ministry of Women's Empowerment and Child Protection.

Regarding the availability of human resource, the Pulasaren subdistrict has only two paralegals staff members, a number that insufficient to cover all aspect of Posbankum service delivery in terms of ensuring access to law and justice. The appointed paralegals do not have a background in legal principles, which should be a fundamental requirement for legal advocates. The mechanism for assigning paralegals in Pulasaren subdistrict is based on the level of public trust in the most influential individuals in the community, which affects the community's comfort level when they wish to file a complaint

The lack of support from the sub-district office—which felt that it did not fully understand the role of the Posbankum in Pulasaren sub-district—posed an obstacle to access the law and justice. During the observation period, the village administration did not provide much assistance in meeting the research needs, which caused delays in the research process. All information was obtained through paralegals—members who are directly involved in handling complaints and resolving disputes from the community—and the resident of themselves.

The public's perspective on legal service facilities, as expressed during the outreach event, one community member who attended the Posbankum outreach event shared their

opinion: “The presence of Posbankum might be a troublesome issue for some members of the community, as it could encroach on their personal sphere and constitute a violation of privacy.” Based on empirical evidence gathered by the researcher, the researcher was involved in the mediation process regarding a child trafficking case. This issue arose because neighbors living near her home were concerned about the girl’s behavior, especially since she was a 16-year-old girl who frequently had to interact with men much older than her. Initially, the girl did this due to her family’s economic needs, but over time she found comfort in her current situation. When the paralegal and her team visited her residence to conduct mediation, the defendant had already fled to Karang Anyar, West Nusa Tenggara (NTB)—it was unknown who accompanied her—and it was only during the second mediation visit that the paralegal and her team were able to meet with the defendant. The negative stigma surrounding the high cost of filing a complaint—whether for oneself or on behalf of one’s community—remains a threat to them, leading to a fear of pursuing official channels.

The mechanics governing the work process of paralegals and officials are not yet fully transparent; this issue stems from the failure of The Cirebon City Legal Information (JDIH) database to communicate information to subdistrict officials regarding the procedures and system for the Legal Aid Center even though outreach efforts have already been conducted. Furthermore, there has been a lack of transparency on the part of the sub-district offices, while the paralegals are striving to provide access to justice and legal aid to those in need free of charge (*pro bono*) to the greatest extent possible.

The Cirebon City government has also not yet provided the necessary facilities and infrastructure to support the legal aid center in Pulasaren village. The lack of these service support facilities to date is due to the absence of a legal framework from the central government for allocating funds to support the Legal Aid Center. In addition to the profession of facilities and infrastructure, the Cirebon City government has also not provided transparency regarding the wages for paralegals. According to a source from the Cirebon City Legal Information System (JDIH), the operational costs for the Legal Aid Center are covered by the village fund, the City Budget (APBD) and/or the Village Budget (APBDes).

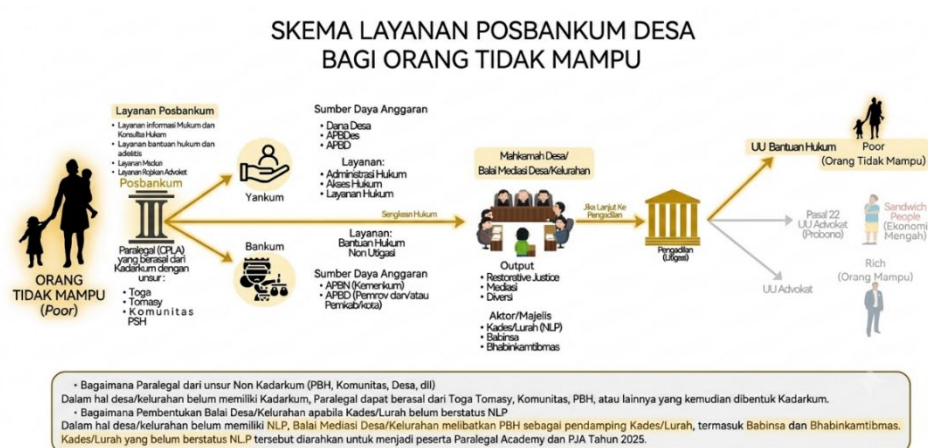


Figure 2: Village/Subdistrict Legal Aid Program

Source: <https://www.scribd.com/document/911366403/paparan-Kapusbudbankum-Posbankum>

The Legal Aid service in Pulasarene subdistrict has, in general, been in accordance with Law No. 16 of 2011 on Legal Aid in Indonesia. The implementation of legal aid is evidenced by the fact that paralegals and other qualified individuals assist the community in resolving their problems and provide access to justice as well as equality before the law, particularly for the underprivileged and those with limited legal knowledge, with the assistance of official in Pulasaren.

Discussion

Based on direct research findings (Tangibles) from observation, it was found that employees' appearance—range in neatness in dress to basic service etiquette— has a significant influence on public perception when interacting with the public, which in turn affects the comfort of those being served. Service is the primary factor in ensuring the public's comfort when they come to sub-district office to handle administrative matters.

Access to law and justice, aimed at facilitating public services, Has been effectively implemented in every aspect of service delivery —particularly in ensuring access to law and justice to promote equality before the law, Especially for economical and socially disadvantaged communities. Bureaucracy procedures, which were previously quite complex, are now gradually transitioning into procedures that are easier to understand.

Facilities providing access to the law access to justice have been oppression effectively; however, the supporting facilities and infrastructure for the Posbankum—specifically, office space in the sub-district offices—are still not available. The Cirebon City government has not yet provided dedicated consultant rooms for Posbankum services or supporting facilities such as communication equipment to ensure the smooth operation of Posbankum. When a case report is received, it is handled as part of the sub district services. Paralegals are forced to rely on their personal communication deficit to respond to incoming complaints.

Reliability in the delivery of Posbankum services is centered on the principles guiding the provision of Posbankum services in Pulasaren to follow up on complaints from the public. Paralegal staff demonstrate a proactive approach in responding to public complaints, including monitoring issues, ensuring timelines, and providing comprehensive services. Although Paralegals are not legal practitioners, they strive to provide assistance to members of the public involved in legal cases.

A weakness in reliability observation in the field is that the standard operation procedure (SOPs) for paralegal tasks have not being directly communicated to staff during implementation, raising concerns that this may lead to deviation from established regulations. Furthermore, the service provided by sub district office staff— particularly in the general service division—does not sufficiently prioritize the application of 3S (smile,greet,greetings) to members of the public who visit. The process of managing legal test reports takes approximately two days after a report is submitted to sub-district office before it enters the data processing stage to determine a mediation pathway whose resolution is acceptable to all parties. Delays in handling case are caused by the lengthy data sorting process, which takes a considerable amount of time—the primary factor being a

shortage of expert. The slow pace of bureaucracy in data management is being reevaluated and narrow the gap causing delays in handling case complaints.

An outreach event was held on Wednesday, December 10, 2025, by the Cirebon City Legal Agency to introduce their new legal service—the Legal Aid Center—to the public and paralegals currently in training, with the aim of providing information on the functions and service available at the Legal Aid Center. Limited access to information has led to a pattern of dependence on the governance and experts who are always involved in every micro-scale case. The fact that the Legal Aid Center in Pulasaren Village is noted independent in resolving domestic conflicts on a small scale needs to be emphasized for future evolution efforts. As in a previous case involving the trafficking of minors—an issue that should have been resolved solely within the scope of the Village/Subdistrict Legal Aid Post—but due to the lack of autonomy among officials, decision-making during the mediation process had to involve experts, resulting in a pattern of dependency in every decision-making process.

The swift response and responsiveness of the paralegals—who promptly addressed community legal complaints with the assistance of expert staff and the head of the Pulasaren sub-district—supported the successful resolution of the case through mediation. The desire for a quick response is a key factor in the public's perspective that access to law and justice is becoming more readily available, fostering trust in government authorities and a sense that the public can rely on the government.

The disciplined attitude of paralegals, who strive to prioritize the needs of the community over their personal interests, demonstrates that they are truly committed to the roles entrusted to them; thus, when legal complaints arise, paralegals will act promptly and with professional discipline to ensure that the committee has the best possible access to justice.

The assurance of easy access to law and justice is guaranteed because of ensure that no handling fees—however small—are imposed on members of the public who wish to file legal complaints with Posbankum. This profession are placed only to member of the lower-middle class who genuinely need access to legal justice and to those with limited legal knowledge, with strict eligibility requirements in place to prevent misallocation of resources. Elderly individuals, children, and woman may also file legal complaints, though eligibility recruitment for these groups differ slightly from those for the poor.

The delivery of postbankum services, as viewed from the community's perspective regarding the role of paralegals, is a key factor in assessing the quality of Posbankum service in Pulasaren Subdistrict, as Paraegals serve as the frontline support for community members in need of justice and free legal assistance.

The aspect of empathy is a service approach aimed at clearly understanding the needs of the community being assisted. Paralegals provide ample opportunities for members of the public who wish to file legal complaints and process them as quickly as possible. Authorities are also attentive to community complaints and prioritize access to the law and justice to ensure quality before the law—as a form of empathy rooted in the spirit of community harmony within the Pulasaren sub-district. Paralegals wholeheartedly provided the best possible service without discrimination to ensure the community comfort.

The paralegals extends beyond simply providing the best service when legal complaints are filed; it also includes efforts to protect the accused. The authorities and paralegals ensure they will supervise and monitor the accused regarding the progress of their legal case, and this commitment to protecting the accused continues until the ongoing legal test is declared concluded.

Applicants will receive legal protection from Posbankum paralegal throughout the monitoring. This measure is intended to ensure the applicants' safety then the bureaucracy system while they undergo the mediation process, thereby preventing pressure from outside parties. The public trust serves as mutual recognition of the team's hard work toward building an even better bureaucracy system. The dedication of paralegals—as the primitive mediators—and their professional integrity have always been relied upon by the public to help them resolve legal issues, thereby ensuring access to law and justice, as well as resolution that uphold the right to equal protection under the law. Assistance provided by competent experts in handling every complaint received has become more effective. Legal Aid and in public service center for handling public complaint in the city of Cirebon.

Conclusion

Is it on the finding of the study title “Legal Aid and Public Service Center in Handling Public Complaints in Cirebon City”, It was concluded that Legal Aid Centers (Posbankum) have had a positive impact on improving public access to the law and justice, particularly for the underprivileged and those who lack a good understanding of the law. Posbankum has provided services that include legal consultations, dissemination of legal information, mediation, and referrals to relevant authorities, thereby making it easier for the public to obtain fair legal protection.

An analysis conducted using the Service Quality (SERVQUAL) framework shows that the aspects of Responsiveness, Assurance, and Empathy are of adequate quality. Paralegals and relevant parties have demonstrated a commitment to handling public complaints, providing support, maintaining professionalism, and prioritizing the public's interests throughout the legal dispute resolution process. All of this has increased public trust in Posbankum's services as a solution to legal issues at the sub-district level.

However, there are several challenges regarding the quality of Posbankum's services in terms of Tangibles and Reliability. Limited support facilities, the lack of a dedicated service space, a minimal number of paralegals, and suboptimal communication of standard operating procedures (SOPs)—in addition to heavy reliance on the Cirebon City Legal Aid Agency and legal experts—have prevented the service from operating independently and at its full potential. Furthermore, capacity building for paralegals and support in terms of facilities, infrastructure, and funding still need to be improved so that service quality can be more effective.

Thus, the Posbankum in Pulasaren Subdistrict has successfully carried out its public service functions in the field of legal aid in accordance with its original objectives. However, improvements in service quality are still needed by strengthening human resources, providing supportive facilities, enhancing the capabilities of paralegals, refining the

coordination system among institutions, and designing clearer operational mechanisms. These steps are expected to result in legal aid services that are more professional, independent, effective, and sustainable in providing legal protection to the community.

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