



Analysis of Customer Relationship Management (CRM) Service Quality at the Surabaya City Population and Civil Registration Office

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A B S T R A C T

This study aims to analyze the quality of Customer Relationship Management (CRM) services at the Surabaya City Population and Civil Registration Office based on Zeithaml's five dimensions of service quality: Tangibles, Reliability, Responsiveness, Assurance, and Empathy. By conducting this research, it is hoped that a comprehensive picture of the strengths and weaknesses of the CRM services implemented can be obtained, as well as providing strategic recommendations for improving public services in the future. The approach used is descriptive qualitative with data collection techniques through interviews, observation, and documentation. The informants in this study are employees and service users. Informants were selected using purposive sampling techniques. The data analysis technique in this study uses a data analysis model, which includes three stages, namely data reduction, data presentation, and conclusion drawing/verification. The results of the study show that the CRM service of the Surabaya City Population and Civil Registration Office has provided good and diverse services, both online through social media, applications, email, and call centers, as well as offline at the Public Service Center (MPP). Overall, the quality of CRM services at the Surabaya City Population and Civil Registration Office is classified as good with a high commitment to inclusive and technology-based public services. However, it is necessary to improve technical capacity and system responsiveness.

INTRODUCTION

Population administration plays a very important role in society because it is directly related to various activities and interests of individuals and community groups in their daily lives (Angkat et al., 2018). Population administration is the foundation for professional population management. The purpose of population administration is to ensure the legal status of every citizen, provide protection, and ensure the accuracy of population data (Putri & Amarini, 2025). Therefore, every population event, from birth to death, can be recorded and managed systematically (Tryanti & Frinaldi, 2019). Population administration services in Indonesia began to be developed in 2001 with the formation of the Directorate General of Population Administration (Ditjen Adminduk) under the Ministry of Home Affairs. Over time, and to improve the effectiveness of services, institutional restructuring was carried out, leading to the formation of the Directorate General of Population and Civil Registration (Ditjen Dukcapil) under the auspices of the Ministry of Home Affairs (dukcapil.kemendagri.go.id). This change marked a transition period from the Directorate General of Population Administration to the Directorate General of Population and Civil Registration, which continues to this day in

order to provide better and more integrated population services (Salsabila et al., 2023).

Meanwhile, under the Directorate General of Population and Civil Registration (Ditjen Dukcapil), there is a Population and Civil Registration Office whose purpose is to assist regional heads in carrying out government affairs in the field of population administration. As the technical implementer at the regional level, the government issued a policy through Law of the Republic of Indonesia Number 23 of 2006 concerning Population Administration. This law defines population administration as a series of activities related to the regulation and control of population documents and data, carried out through the processes of Population Registration, Civil Registration, population information management, and its utilization for public services and development in various sectors. In its implementation, public services must be carried out correctly and quickly so that residents receive good and satisfactory services (Nugroho & Warsono, 2012).

Public services are activities aimed at meeting the needs of the community for goods, services, and/or administrative services organized by public service agencies, as regulated in Law Number 25 of 2009 concerning Public Services (Aristanto et al., 2021). This law is a regulation that establishes the principles of effective

governance and focuses on the functions of government (Ramadhan & Irawati, 2024).

One form of public service is population administration services, which are generally divided into two types, namely population registration and civil registration. At the Population and Civil Registration Office, service standards cover 74 types of services, as stated in the Decree of the Head of the Population and Civil Registration Office Number: 188.4/2037/436.7.11/2022 concerning Service Standards for the Population and Civil Registration Office. The existence of policies regarding public services and service standards is very important as an operational basis for public service providers.

The Surabaya City Population and Civil Registration Office is at the forefront of providing population administration services to the community. To improve the effectiveness and quality of services, the Surabaya City Population and Civil Registration Office implements a Customer Relationship Management (CRM) approach as a public service strategy that is responsive, reliable, and oriented towards the needs of the community (Valensiana & Irbayuni, 2023). The CRM services developed by Dispendukcapil Surabaya are available in various forms, both online through Swargaloka and call centers, as well as offline through direct services at the Public Service Mall (MPP). Swargaloka itself is a publication medium related to various information about population administration through various social media platforms that they have, such as websites, YouTube, radio streaming, TikTok, and Instagram (Linggantara et al., 2024). Customer Relationship Management (CRM) itself was only formed during the era of Head of Service Imam Sonhaji. This service aims not only to respond to administrative requests but also to build sustainable relationships with the community through a communicative, responsive, and empathetic approach (Fahlevvi & Mendorofa, 2025).

Although CRM innovations have been implemented, a number of problems still arise. Public reviews on Google Reviews highlight difficulties in accessing call centers, slow responses to complaints, and limited system capacity. These conditions indicate a gap between the ideal of technology-based services and the reality of implementation in the field. A number of previous studies have also shown similar problems, such as Hasibah et al., (2022), who examined the effectiveness of online services in Gresik. Their findings showed an increase in service speed, but the public still complained about the limited responsiveness of officers. Meanwhile, research by Duhita (2018) entitled *E-Lampid Product Innovation in Improving the Quality of Population Administration Services in the City of Surabaya* shows that the implementation of the e-Lampid program has been able to improve the quality of public services, which were previously often complained about by the community because they were slow and caused long queues. The policy strategy, which has a positive impact on service quality based on the SERVQUAL dimension, has been running well despite obstacles in the form of limited e-Kios facilities, lack of socialization, and limited technological literacy among the community.

Putri & Fanida (2024), research examines strategies for improving the quality of birth certificate services at the Surabaya Population and Civil Registration Office using seven indicators. The results show that the service is quite good through technological innovation and supporting facilities, but there are still obstacles in the form of technological limitations, human error, lack of training, and budget, so continuous improvement

and increased employee competence are needed to achieve optimal public service quality (Septiandini, 2020). Meanwhile, Suprianto (2023), conducted a literature review on the application of information technology in public services. His study was conceptual and did not provide empirical evidence at the operational level of population services. Valensiana & Irbayuni (2023) researched the application of CRM in urban villages to increase citizen satisfaction. This research focuses on the sub-district level, not on strategic agencies at the level of the Population and Civil Registration Office, so the scope is narrower.

In the theoretical context, this study uses a public service quality approach. Public service is a fundamental aspect of governance because it plays a direct role in meeting the needs of the community. Good and quality services will have a positive impact on the level of community satisfaction because the community directly assesses the performance of the services they receive (Hasibah et al., 2022). Public satisfaction can be achieved through the provision of quality or excellent services, which are reflected in transparency, namely services that are open, easily accessible to all parties who need them, adequately available, and easy to understand (Uyum et al., 2024).

According to Dwiyanto (2005), quality has various definitions, ranging from conventional to strategic. In the conventional sense, quality is defined as the direct characteristics of a product, such as performance, reliability, ease of use, and aesthetics. Meanwhile, in the strategic sense, quality is understood as everything that is able to meet customer needs and desires. Meanwhile, public service quality can be understood as a measure of the results of services provided by administrators to the community, which is determined by the level of conformity between perceived service and expected service (Duhita, 2018).

Public service quality reflects an organization's ability to provide services that meet user expectations, both technically and administratively (Suprianto, 2023). Therefore, service quality is an important indicator in assessing the performance of public organizations because negative views of public institutions often arise as a result of public dissatisfaction with the quality of services received (Faridah et al., 2024). For this reason, an appropriate theoretical approach is needed to analyze services in the field of Customer Relationship Management (CRM) at the Surabaya City Population and Civil Registration Office. According to Parasuraman et al., (1988), service quality is measured through five main dimensions known as the SERVQUAL model, namely: (1) Tangibles, physical appearance, equipment, employees, and communication materials; (2) Reliability, the ability to perform promised services reliably and accurately; (3) Responsiveness, the willingness to help customers and provide services quickly; (4) Assurance, the knowledge and courtesy of employees and their ability to convey trust and confidence, dan; (5) Empathy, the willingness to give deep and special attention to each customer.

These five dimensions serve to assess how well the services provided by government agencies can meet public expectations. These dimensions are considered important aspects in realizing public services that are not only effective and of high quality, but also capable of providing satisfaction to the community (Asad & Lukman, 2025). From this description, it can be seen that there is a research gap, namely that there have not been many studies that specifically analyze the quality of CRM services at the agency level using the SERVQUAL approach, which combines technical,

administrative, and government-community relations aspects. Based on this, this study focuses on the problem formulation of how the quality of Customer Relationship Management (CRM) services at the Surabaya City Population and Civil Registration Office is analyzed based on the five dimensions of service quality.

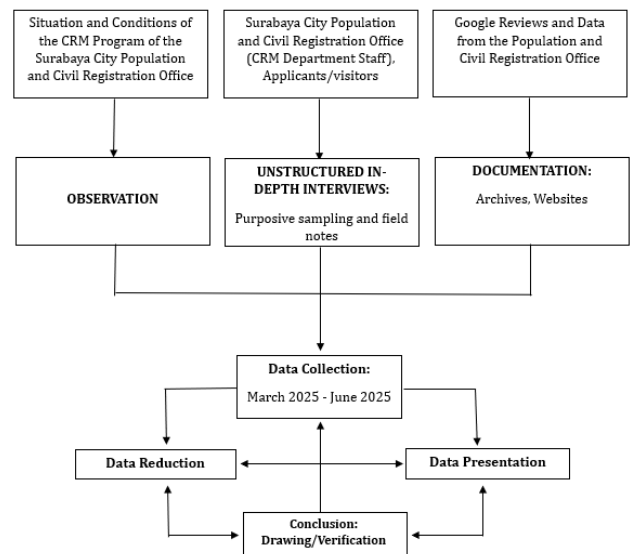
Thus, this study aims to analyze the quality of CRM services at the Surabaya Population and Civil Registration Office, identify supporting and inhibiting factors, and provide recommendations for improving public services. The novelty of this study lies in its specific focus on SERVQUAL-based CRM quality analysis at the city government level, which has not been widely researched previously. The urgency of this research is to respond to the community's need for fast, responsive, and humane population services, while filling the gap in academic studies on the implementation of CRM in local government agencies. This research is expected to contribute theoretically to the development of technology-based public administration literature, as well as practically in the form of recommendations to strengthen more inclusive, adaptive, and responsive population services in the era of digital transformation.

METHOD

Research methods are a series of processes for collecting and analyzing data to gain an understanding of an event in accordance with the research objectives. This study uses a qualitative approach with a descriptive method, as it allows researchers to interpret the meaning of phenomena in depth in their natural context. This method aims to describe certain conditions or behaviors through data in the form of written and spoken words, which are then presented in the form of a research report (Lambert, 2012).

This study focuses on analyzing the quality of Customer Relationship Management (CRM) services at the Surabaya City Population and Civil Registration Office using the service quality, with the SERVQUAL model which includes: Tangibles, Reliability, Responsiveness, Assurance, and Empathy. This approach was chosen because it requires the collection of empirical data directly from the field to describe the reality of public services as a whole. The data used includes primary data, obtained through interviews with employees and service users as well as observation of the service process, and secondary data, sourced from official documents, regulations, and related publications (Parasuraman et al., 1988). The selection of informants was carried out using purposive sampling, which is selecting informants who have direct experience and involvement in CRM services. The division of the research flow is as follows:

Figure 1. Research Flow



Source: Analyzed by the authors (2025)

The data analysis technique in this study used the data analysis technique according to the Miles et al. (2014) data analysis model, which includes three stages, namely data reduction, data presentation, and conclusion drawing/verification to produce valid and accountable findings. With this research procedure, it is hoped that a comprehensive description of the quality of CRM services at the Surabaya City Population and Civil Registration Office will be obtained.

RESULTS AND DISCUSSION

Tangibles

Based on the results of the study, the Tangibles dimension in the Customer Relationship Management (CRM) services implemented by the Surabaya City Population and Civil Registration Office (Dispendukcapil) includes the physical appearance of services, equipment, number of employees, and communication materials used in the process of serving the community.

a. Physical Appearance of Services (Form of CRM Services)

The CRM service of Dispendukcapil Surabaya City is available in the form of information and complaints, which can be accessed through two main channels, namely online and offline. The online channel includes the use of various digital platforms such as Instagram and TikTok social media, the official website, the Wargaku application, email, and the call center telephone number. These channels provide easy access and quick responses to complaints and requests for information from the public.

For the offline channel, the public can visit the SIOLA Public Service Mall (MPP) located at Jl. Tunjungan No.1-3, Genteng, Kec. Genteng, Surabaya, East Java 60275, at the Population and Civil Registration Office counter in the information and complaints section. If further action is required, residents can also visit the Surabaya City Population and Civil Registration Office located on the 3rd floor of the same building to continue the complaint process.

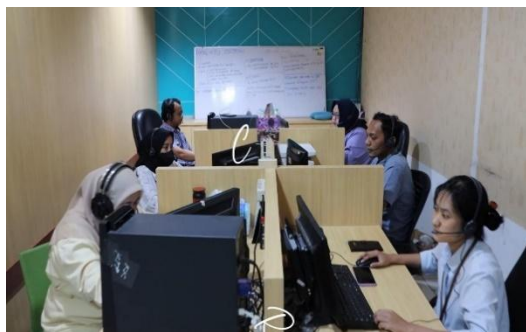
The availability of this direct service provides an alternative for applicants who have difficulty accessing digital services. The physical form of CRM, which is divided into various service channels, demonstrates the efforts of the Surabaya City

Dispendukcapil in providing various forms of access that can be reached by various levels of society.

b. CRM Service Support Equipment

One tangible form of CRM service equipment is the call center. This call center is the first in Indonesia to be implemented at the district/city level. The main function of the call center is to serve as a direct communication bridge between applicants and service operators. The availability of this communication tool is an important element in supporting the effectiveness of fast and responsive services to the needs of the community.

Figure 2. Surabaya City Population and Civil Registration Service Call Center.



Source: Authors, 2025

c. Human Resources (Number and Role of Employees)

The number of employees managing CRM services at the Surabaya City Dispendukcapil is considered sufficient to meet basic service needs. However, there are operational constraints such as unanswered incoming calls, caused by operators handling other calls simultaneously. The call center system used is based on the Yeastar application, which divides telephone lines to several operators. Although quite effective for the regional scale, this system does not yet meet international call center standards in terms of capacity and workload management. This indicates the need to increase the number of officers and the technology used in order to reach more people simultaneously.

d. Communication Materials in CRM Services

The communication topics served through CRM focus on all issues related to population administration, such as the creation of ID cards, family cards, birth certificates, and other documents. However, in practice, operators also receive various calls outside the context of the main service, such as requests for employee data, complaints about other agencies, and even misdirected calls that are actually intended for different agencies. This phenomenon shows that call centers not only function as service centers but also as the main point of entry for communication between the public and the government in general.

The results of this study expand on these findings by showing that in terms of tangibles, CRM at the Surabaya City Population and Civil Registration Office is present in the form of various physical services, both online and offline. The presence of various service channels shows a real effort to provide broader access for the public, while overcoming the limitations of digital services as complained about in the research by Hasibah et al., (2022) namely regarding the increase in service speed, but the public still complains about the limited response of officers.

However, technical constraints such as call center capacity limitations and unanswered calls confirm the findings of previous studies (Duhita, 2018; Putri & Fanida, 2024), that technological innovation needs to be balanced with improved human resources and adequate facility support. Thus, the contribution of this study lies in emphasizing that the quality of public services is not only determined by technological innovation, but also by the readiness of physical infrastructure, human resources, and communication strategies that are able to reach the needs of the community more evenly.

2. Reliability

The dimension of reliability in public services refers to the ability of agencies and service officers to consistently, confidently, and accurately deliver promised services. In the context of Customer Relationship Management (CRM) services at the Surabaya City Population and Civil Registration Office (Dispendukcapil), the reliability of officers is key to building public trust and satisfaction with the services provided. Dispendukcapil CRM service officers demonstrate a high level of commitment to providing professional and responsive services. This is reflected in their ongoing efforts to optimally meet the needs of all applicants. In addition to relying on their field experience, officers also actively participate in various training programs to improve their competencies.

In order to improve reliability, Dispendukcapil Surabaya regularly conducts both external and internal training. External training involves collaboration with professional institutions, such as: Public speaking training, inviting external speakers to improve officers' communication skills; Benchmarking visits to the Juanda Airport Call Center and Radio Suara Surabaya, aimed at adopting best practices in service delivery and communication with the public. Meanwhile, internal training is conducted regularly every Thursday through an internal Zoom program called Program Semut Ireng. Program Semut Ireng is an internal learning and socialization initiative that discusses in depth population administration issues and targeted service strategies. With this ongoing training, officers have sufficient understanding and skills to serve applicants confidently and accurately. Efforts to create uniformity in knowledge and service procedures are strategic steps in maintaining service consistency, so that applicants receive equal and high-quality service.

The results of this study complement and expand on these findings by showing that the Reliability aspect at the Surabaya City Population and Civil Registration Office is supported by the commitment of officers to provide professional and responsive service, which is reinforced through internal and external training. This effort confirms that improving reliability does not only depend on technology or procedures, but also on strengthening human resource capacity to provide consistent, accurate, and reliable services.

3. Responsiveness

Responsiveness is one of the main dimensions in assessing the quality of public services, especially in the context of Customer Relationship Management (CRM)-based services. This dimension reflects the extent to which officers are ready and quick to respond to requests, questions, and complaints from the public (Fahlevi & Mendrofa, 2025). In the CRM services of the Surabaya City Population and Civil Registration Office (Dispendukcapil), the responsiveness of officers is demonstrated

through their willingness and speed in providing services to the public. The service standard applied is to complete requests within a maximum of 24 hours. In practice, the majority of requests submitted by the public can be answered and resolved immediately, depending on the complexity of the case.

To support the achievement of this speed standard, each CRM officer is equipped with a special account or access to the Klampid New Generation (KNG) application system. Klampid New Generation (KNG) is an information technology-based application developed by the Surabaya City Population and Civil Registration Office (Disdukcapil). This application is designed to make it easier for residents to manage various population administration services online. This special access allows officers to search, verify, and monitor the status of applications directly and in real-time. Thus, there is no dependence on other parties or administrative delays in the service process.

The speed of this service not only has an impact on operational efficiency but also increases public satisfaction and trust. Residents who submit complaints or requests through communication channels such as call centers, social media, or email can receive quick, accurate, and solution-oriented responses. Quick responses are also an indicator of the professionalism of officers in carrying out their duties, while also demonstrating the commitment of the Surabaya Population and Civil Registration Office to providing excellent public services that are oriented towards the needs of the community.

A number of previous studies emphasize the importance of responsiveness in public services, such as the findings [Duhita \(2018\)](#), through the e-Lampid innovation and [Putri & Fanida \(2024\)](#) in the birth certificate service strategy, showing that technological literacy constraints, human error, and lack of training have an impact on the limited responsiveness of officers. The results of this study reinforce these findings by showing that the responsiveness dimension at the Surabaya City Population and Civil Registration Office has been running well through a maximum completion standard of 1x24 hours and the support of the Klampid New Generation (KNG) application, enabling officers to provide fast, accurate, and solution-oriented responses, which has implications for increased public trust and satisfaction.

4. Assurance

The Assurance dimension refers to the knowledge, courtesy, and ability of officers to foster a sense of security and trust in the community regarding the services provided. In the context of the Surabaya Dispendukcapil CRM service, service quality assurance is carried out through a combination of technical competence, service ethics, and openness of information to the public ([Alba et al., 2025](#)). One of the main forms of assurance provided is the target of completing administrative population document requests within a maximum of 24 hours. This standard is a service commitment that is strictly maintained and monitored. However, there are several types of requests that cannot be guaranteed in terms of time, such as requests for the validity of out-of-town documents and the process of printing electronic ID cards, because they involve systems and authorizations from other agencies or the national data center.

To support service guarantees, the Surabaya Population and Civil Registration Office consistently equips CRM officers with regular training that covers technical mastery of population administration and public communication skills. This training is

conducted both internally, such as in the Semut Ireng Program, and externally, through collaboration with other professionals and institutions. With this ongoing training, officers are expected to not only understand the procedures, but also be able to convey information clearly, accurately, and convincingly to the public. In terms of service ethics, CRM officers demonstrate politeness, patience, and communicativeness in dealing with various types of applicants. This politeness is an important value in creating harmonious interactions and encouraging the public to have more trust in public services. Overall, the assurance provided by CRM officers is not only technical in nature but also concerns the psychological aspects of service, where the public feels heard, well-served, and given clarity in every administrative process they undergo.

In previous research, [Hasibah et al., \(2022\)](#) found that the assurance of officer response in online services in Gresik was still weak, while [Valensiana & Irbayuni \(2023\)](#) showed that the implementation of CRM at the village level was indeed able to increase citizen satisfaction, but did not yet provide service assurance equivalent to that of the Population and Civil Registration Office. The results of the study on CRM at the Population and Civil Registration Office of Surabaya City show that service guarantees are realized through a maximum completion standard of 1x24 hours, continuous training for officers, and the application of polite and communicative service ethics, so that the guarantees provided are not only technical but also psychological in fostering a sense of security and trust among the community.

5. Empathy

The dimension of empathy reflects the willingness of officers to provide deep and personal attention to each individual they serve. In public service, empathy does not only mean listening to people's complaints, but also includes the ability to understand the applicant's situation and provide solutions that are appropriate to their circumstances. In the Surabaya Dispendukcapil CRM service, officers demonstrate a high level of empathy in handling various administrative issues related to civil registration. Officers do not only provide answers to standard questions, but also tailor their approach to more complex or sensitive cases. One concrete example of this practice of empathy is the response to the rampant cases of fraud related to Digital Identity (IKD).

When people come with complaints about being victims of fraud, officers not only record the reports but also actively provide education about the modes of fraud that occur and the rescue measures that need to be taken. Officers help victims secure their bank accounts, reset their personal device settings, and provide guidance so that they do not suffer further losses. These actions demonstrate the emotional involvement and professionalism of officers in dealing with citizens' problems comprehensively. This humanistic approach is very important in building public trust in government institutions. When the community feels understood and comprehensively assisted, the level of satisfaction and loyalty to public services will increase. In this context, empathy is not just a complement to service, but the core of the human-based service that the Surabaya City Population and Civil Registration Office wants to build.

The results of this study reinforce the findings by showing that the Empathy dimension in the Surabaya City Population and Civil Registration Office's CRM is realized through a humanistic

approach. This confirms that empathy is at the core of public services that can increase public trust, satisfaction, and loyalty.

6. Supporting Factors

Public service innovation is a key factor in the successful implementation of CRM at the Surabaya Population and Civil Registry Office (Dispendukcapil). This is realized through the provision of various service channels, both online such as social media (Instagram and TikTok), the official website, the Wargaku application, email, and call centers, as well as offline through direct services at the SIOLA Public Service Mall (MPP). This is thanks to adequate information technology support. This diversity of access makes it easier for the public to access services according to their individual needs. Furthermore, Dispendukcapil's commitment to professionalism is demonstrated through regular training provided to officers, both internally, such as the Semut Ireng Program, and externally with professional institutions. These activities aim to improve the technical competence and communication skills of officers so that they can provide better services.

7. Inhibiting Factors

On the other hand, there are several factors that hinder the implementation of CRM at the Surabaya Population and Civil Registry Office (Dispendukcapil). One of them is limited human resources (HR). Although the number of employees is considered sufficient, there are still obstacles, such as unanswered calls due to officers handling other calls. In addition, the capacity of the call center technology is still not optimal. The Yeastar application-based system is not yet capable of handling large call volumes efficiently, so the services provided are not yet optimal like international standard call centers. Another obstacle is dependence on other agencies, especially for the validation of documents from outside the region and the printing of e-KTPs, which require authorization from the central office. This means that not all applications can be completed within the specified 24-hour period. In addition, the low level of digital literacy among the public is also a challenge. Many citizens are unfamiliar with or have difficulty accessing digital services, so they prefer face-to-face services, which can potentially cause queues and crowding at offline locations.

CONCLUSION

The results of the study show that the implementation of Customer Relationship Management (CRM) at the Surabaya City Population and Civil Registration Office has been innovative, responsive, and professional. The application of the five dimensions of service quality (tangibles, reliability, responsiveness, assurance, and empathy) is reflected in online and offline services, the availability of infrastructure, and adequate human resource support. Officers are able to provide consistent and fast services and show empathy towards citizens. However, there are still obstacles in the form of limited call center technology, a shortage of human resources for real-time services, dependence on external agencies, and low digital literacy among the community.

These findings emphasize the need to strengthen technological infrastructure, increase officer capacity, and provide digital literacy education so that public services become more inclusive, adaptive, and sustainable. This study contributes practically by providing recommendations for improving

population services and theoretically enriching the literature on the application of CRM in the public sector based on the SERVQUAL framework. However, this study has limitations because it only focuses on one local government agency and uses predominantly qualitative data. Therefore, further research is recommended to expand the scope of study to other regions, use a mixed methods approach, and add quantitative data to produce a more comprehensive picture of the effectiveness of CRM in public services.

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