



ANALYSIS OF COMMUNITY COMPLAINT HANDLING RESPONSIVENESS AS A STRATEGY FOR IMPROVING PUBLIC SERVICE QUALITY AT THE CIVIL SERVICE POLICE UNIT OF SUKOLILO DISTRICT, SURABAYA CITY

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Abstract :

Modern public services increasingly emphasize high responsiveness. However, the Civil Service Police Unit (Satpol PP) of Sukolilo District faces significant challenges in managing public complaints due to the high dynamics of public order disturbances in an area with dense socio-economic activity. This study aims to analyze the responsiveness of complaint handling as a fundamental strategy for improving the quality of public services, and to identify determinant factors that hinder the effectiveness of service recovery mechanisms at the district level. Employing a qualitative approach with a case study design, the research explores the dynamics of street-level bureaucracy. Data were collected through in-depth interviews with structural officials, field officers, and reporting citizens, complemented by participatory observation of service processes and a review of Standard Operating Procedure (SOP) documents. The analysis integrates service quality and complaint management theories to examine the dimensions of responsiveness and procedural reliability within the law enforcement ecosystem. The findings indicate that officers' responsiveness remains suboptimal, as the actual average response time frequently exceeds the 1×24-hour standard due to resource constraints and the exercise of discretion that tends to be reactive to social media pressure (viral-based response). The service recovery mechanism is still partial and does not consistently address root causes, directly contributing to stagnant levels of public satisfaction. The study concludes that systemic transformation is essential, recommending real-time integration of digital complaint channels with patrol units and the adoption of a collaborative approach based on community participation to achieve adaptive and accountable services.

Keywords : Service Responsiveness, Complaint Handling, Public Service Quality

INTRODUCTION

This Public service has evolved into an essential element of modern governance, not merely as an administrative obligation, but also as an indicator of integrity, performance, and government legitimacy before citizens (Sinollah & Masruro, 2019). In contemporary bureaucracy, public demands for fast, transparent, and responsive services have intensified alongside growing awareness of civil rights. When these expectations are not met, the consequences may include a decline in public trust. (Aditya Dwinugraha, 2022) emphasizes that modern government performance is no longer primarily assessed based on procedural compliance, but rather on the bureaucracy's ability to respond to community needs accountably. Therefore, improving service quality must be



prioritized to maintain social stability and effective governance.

These changing demands have driven a paradigm shift in public service from traditional management approaches toward New Public Service (NPS), which positions citizens as the primary subjects of service. (Putri Hapsari, 2024) explains that government serves to serve and empower citizens, requiring public organizations to build adequate responsiveness mechanisms, including through handling community complaints. Within this framework, complaint management is not merely technical, but part of a continuous service improvement strategy as it provides space for citizens' aspirations to be systematically accommodated.

Among service quality dimensions, responsiveness holds an important position as it directly relates to the accuracy and speed of problem resolution. Responsiveness is understood not only as operational speed, but also as the bureaucracy's capacity to identify citizens' needs and establish service priorities appropriately. Zeithaml, Parasuraman, and Berry (1990) in research by (Sinollah & Masruro, 2019) demonstrate that responsiveness positively correlates with community satisfaction; delays and inaccurate responses often diminish public assessment of government performance. Thus, the better the apparatus follows up on citizens' issues, the stronger the trust and legitimacy of service institutions.

Responsiveness simultaneously represents government accountability in executing service mandates. Within the good governance framework, complaint follow-up does not stop at administrative procedures, but becomes a form of professional accountability for services provided. (Haryono, 2019) states that responsive bureaucracy reflects organizational capacity that is adaptive to social dynamics, and utilizes complaints as an external control mechanism to drive performance improvement. Therefore, strengthening responsiveness in the complaint system can be used to assess government responsibility in fulfilling citizens' civil rights transparently, accountably, and fairly.

In line with this, community complaint systems function as public participation mechanisms that bridge citizens' expectations with service reality. Complaints not only reflect individual dissatisfaction, but also serve as social control to monitor apparatus performance and minimize maladministration risks. (Mochtar et al., 2020) emphasize that complaint channels provide a feedback loop for public organizations, where complaint data can be processed into a more objective evaluation basis to identify operational weaknesses. Through this mechanism, government agencies have opportunities to conduct evidence-based continuous service improvement, rather than relying solely on internal assessment.

In Indonesia, complaint management is facilitated through the National Public Service Complaint Management System (SP4N) with LAPOR! services as follow-up to the mandate of Law Number 25 of 2009 concerning Public Service. (Angelica Timbu Lebu et al., 2025) explain that the integration of the national complaint system is directed to transform previously fragmented complaint handling into a more coordinated approach, thereby increasing follow-up certainty. This policy requires government agencies, including at regional levels,

to build responsive and accountable complaint management in accordance with national standards, not merely providing passive suggestion media.

In the context of regional autonomy, the Civil Service Police Unit (Satpol PP) holds the mandate to enforce Regional Regulations (Perda), public order, and community peace. As a frontline implementer, Satpol PP has high-intensity direct interaction with citizens as its duties are field-operation based and frequently intersect with economic and social activities. Law Number 23 of 2014 affirms Satpol PP's function as an instrument to ensure compliance with public norms for creating orderly social conditions. Due to its proximity to the community, Satpol PP represents local government in practice, so public perception of local government is often shaped by officers' behavior and methods of executing duties in the field.

This position creates challenges, particularly in maintaining balance between firm enforcement and service approaches that respect citizens' dignity. Overly rigid enforcement can trigger social resistance, while overly permissive approaches may be perceived as weakening local law enforcement authority. Hadi et al. (2023) highlight the need for Satpol PP transformation from a coercive image toward more persuasive and educational approaches without reducing enforcement substance. In this condition, complaint handling responsiveness becomes a determining variable as adequate communication capacity and follow-up directly influence public acceptance and institutional legitimacy.

These dynamics are evident in Sukolilo District, Surabaya City, which is a strategic educational area as well as a densely populated residential zone. The presence of major universities and commercial centers drives high socio-economic activity and increases potential order disturbances, such as street vendors occupying public facilities and illegal buildings that trigger citizen complaints. Publications by the Surabaya City Central Statistics Agency (2023) show that concentrated population density in Sukolilo correlates with increased intensity of public space utilization, which also drives high complaint volumes to the local Satpol PP unit. The dominant character of complaints relates to environmental order and demands rapid handling, making this area useful as an indicator for observing the effectiveness of order services at the district level. To provide concrete illustration of complaint characteristics in the Sukolilo area, data compiled from Satpol PP complaint registers during 2024 shows the distribution of order disturbance types reported by the community.

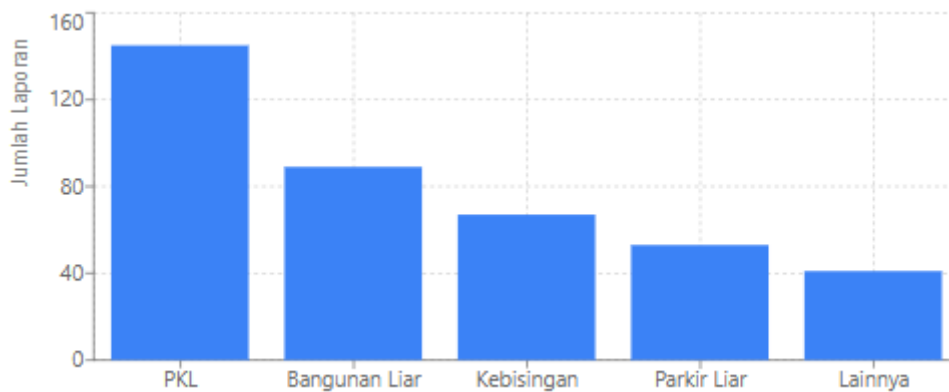


Figure 1: Complaint Volume by Category (Semester I 2024)

The data confirms that Street Vendors (PKL) constitute the highest source of complaints with 145 reports, followed by illegal buildings (89 reports), noise (67 reports), illegal parking (53 reports), and other categories (41 reports). The dominance of PKL-related complaints reflects high informal economic activity in areas adjacent to educational institutions and commercial centers, requiring rapid and coordinated handling responses.

Although community participation in reporting is relatively high, handling mechanisms have not operated optimally. Pre-research observations reveal constraints in response time speed and openness of follow-up process information, creating uncertainty for the community. (Fadhillah, 2025) emphasizes that problems in public sector complaint management often lie not in channel availability, but in weak post-reporting procedural accountability. If follow-up delays continue, dissatisfaction may accumulate and erode public trust in Satpol PP and local government more broadly. (Ratna Kurniasih & Parawangi, 2022) also demonstrate that negative perceptions of frontline service performance are important predictors of declining public trust in government. Although this issue is relevant, previous studies still heavily emphasize evaluation of administrative services at departmental or city levels, so studies examining responsiveness in district-level order enforcement units remain limited. Based on these conditions, this research aims to analyze community complaint handling responsiveness as one of the main strategies for improving public service quality at the Civil Service Police Unit of Sukolilo District.

RESEARCH METHOD

This research employs a qualitative approach with a case study design to analyze in depth the responsiveness of community complaint handling as a fundamental strategy in improving public service quality at the Civil Service Police Unit (Satpol PP) of Sukolilo District. This approach was chosen to explore the complexity of street-level bureaucracy dynamics, ranging from aspiration reception procedures, discretionary decision-making mechanisms by officers in responding to complaints, to service recovery strategies implemented, as well as to explore the subjective experiences of the community regarding satisfaction

with the speed and accuracy of follow-up provided. Data were collected through a series of in-depth interviews and supplemented with participatory observation at complaint service centers and enforcement locations, as well as document review of Standard Operating Procedures (SOP), complaint registers, and monthly performance reports. All compiled data were subsequently analyzed using the theoretical framework of Service Quality and Complaint Handling Management to dissect the dimensions of responsiveness, procedural reliability, and officer empathy, to evaluate the extent to which the responsiveness system built is effective in reducing the gap between public expectations and strengthening institutional legitimacy in maintaining public order.

FINDINGS AND DISCUSSION

Responsiveness Dynamics: Disparity between SOP and Field Reality

Responsiveness in public order enforcement fundamentally refers to the bureaucracy's ability to recognize urgent community needs and respond to them within a measurable timeframe according to established standards. Normatively, Satpol PP Sukolilo District has Standard Operating Procedures (SOP) that establish a maximum response time of 1×24 hours for complaints regarding minor to moderate public order disturbances. However, field findings reveal a real gap between administrative targets and implementation reality, where the average resolution of non-emergency cases often exceeds 3–4 working days. This condition can be explained through street-level bureaucracy theory (Lipsky) which asserts that lower-level implementing officers often make adjustments to policies or SOPs not merely due to inability, but as a coping mechanism in dealing with resource limitations. This is reflected in the statement of a field officer from Satpol PP Sukolilo District: "We actually strive to comply with the SOP, but the number of personnel is limited and there is only one patrol vehicle. If two reports come in simultaneously at distant locations, we use discretion to prioritize cases that potentially trigger physical conflict. Meanwhile, reports that are more administrative in nature, such as illegal buildings, tend to be delayed despite exceeding the time limit in the SOP." This statement indicates that response delays are not just a matter of individual performance, but a consequence of imbalance between regional workload and operational capacity. Research findings reveal various gaps between established service standards and field implementation. To provide a comprehensive picture of the responsiveness condition of Satpol PP Sukolilo District, the following presents a summary of key performance data that becomes the focus of analysis in this research.

Table 1: Summary of Performance Data of Satpol PP Sukolilo District

Indikator	Target/Standar	Realisasi	Gap
Waktu Tanggap (hari)	1 (1x24 jam)	3-4	+200-300%
Volume Pengaduan/bulan	-	66 kasus	-
Tingkat Penyelesaian Tuntas (%)	≥80%	35%	-45%
Personel Tersedia	25 orang	12 orang	-52%
Armada Patroli	5 unit	1 unit	-80%
Skor Kepuasan (skala 5)	≥4.0	2.8	-30%
Respons Kasus Viral (hari)	1	0.5	+50%

The data in the table above confirms substantial gaps between service standards and actual implementation, particularly in response time aspects that exceed 200-300% of targets, complete resolution rates that only reach 35%, and personnel and vehicle resource deficits that reach 52% and 80% respectively. These quantitative findings form the basis for in-depth analysis of responsiveness dynamics and factors affecting the quality of community complaint services.

This gap is reinforced by priority distortions influenced by social media pressure, resulting in public perception that service speed depends on the level of case visibility. Field observations show that complaints receiving wide exposure through social media or local news channels tend to be followed up more quickly, even within hours, compared to complaints submitted through formal administrative channels. This situation demonstrates that discretion is not always based on the objective urgency level of order disturbances, but also on considerations of institutional reputation risk. A reporting resident in Sukolilo stated: *"My report regarding street vendors blocking alley access was only addressed about a week later, and that occurred after I shared the documentation in Surabaya community social media groups until it received widespread response. Previously, I reported through the official WhatsApp and only received the answer 'okay, will be followed up,' but no officers came for several days."*

The implication is that the gap between SOP and field practice directly diminishes public service quality because the community loses certainty regarding service time. In terms of service quality, response time uncertainty becomes a major factor triggering dissatisfaction because the community has no clear reference regarding when complaints will be resolved. This finding emphasizes that the main challenge in Sukolilo District lies not in the absence of regulations, but in weak systemic support that enables implementing officers to work according to SOP without having to sacrifice handling cases with minimal exposure. Therefore, improving responsiveness cannot be done merely through discipline enforcement, but requires more proportional resource allocation

arrangement with complaint volumes and characteristics of densely populated areas like Sukolilo.

Effectiveness of "Service Recovery" Mechanisms in the Complaint System

Service recovery mechanisms are defined as a series of structured actions taken by service providers to respond to service failures, restore user satisfaction, and improve negative perceptions formed. In the context of Satpol PP Sukolilo District, service recovery effectiveness should be assessed from the extent to which field interventions can resolve the substance of problems, not merely fulfill administrative obligations in the form of visits. The service recovery theory perspective emphasizes that recovery success is greatly determined by outcome justice, namely tangible results felt by reporters. However, field findings show that complaint handling still often ends in temporary solutions, for instance officer presence that is only followed by verbal warnings without follow-up monitoring mechanisms to ensure compliance. This is reflected in the statement of one reporter: "Officers did come and warned the food stall owner playing loud music, but the action was only done once. Several days later the noise occurred again, so the reported problem was not resolved thoroughly." To measure the effectiveness of service recovery mechanisms more objectively, this research categorized the resolution status of complaints that had been followed up by Satpol PP Sukolilo District during the observation period.

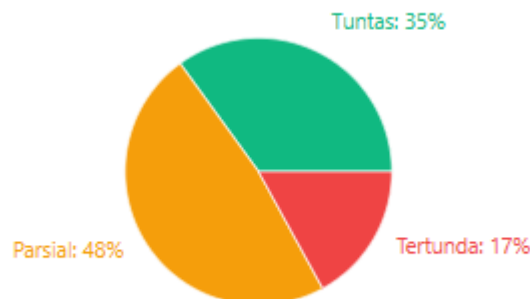


Figure 2: Complaint Resolution Rate (%)

The data reveals that only 35% of complaints could be resolved thoroughly (with problems not recurring), while 48% ended in partial solutions (problems recurred after enforcement), and 17% remained pending without clear follow-up. The low proportion of complete resolution indicates that service recovery is more oriented toward fulfilling officer presence compared to sustainable problem solving, so community satisfaction has not been optimally formed.

Evaluation of the complaint handling flow also reveals operational obstacles in the transition between verification and field execution stages. Ideally, the handling process runs systematically from report reception, information validation, enforcement, to result reporting. However, field data shows delays often occur at the factual verification stage, especially due to not yet optimal information integration between complaint administration units and field

operational units. Incomplete or imprecise initial information encourages officers to conduct field re-investigations requiring additional time, thereby hindering rapid response. An operational officer stated: *"Reports from the administration section are sometimes not detailed, for example addresses are not specific or violation types are unclear. As a result, officers must conduct additional investigation, and sometimes conditions at the location have changed compared to the initial report."* Obstacles at this phase potentially produce corrective actions that are not precisely targeted, and indicate procedural inefficiency that diminishes overall service quality. Additionally, another prominent weakness is the unavailability of consistent and transparent feedback mechanisms to reporters post-enforcement. Field findings show that communication often stops after field actions are conducted, so reporters do not obtain certainty whether cases have been resolved or are still under monitoring. The absence of progress notifications can form perceptions of neglect, even though officers have conducted internal follow-up, and can imply declining public trust because the handling process is not clearly confirmed at the community level.

Determination of Inhibiting Factors: Structural and Cultural Obstacles

The effectiveness of public service policy implementation is fundamentally the result of interaction between organizational resource capacity and the social environment where bureaucracy operates. In the context of Satpol PP Sukolilo District, structural obstacles are identified as the main factor limiting officers' ability to respond to community complaints quickly. These obstacles include personnel ratios not yet proportional to work area coverage and population density, and operational facility limitations, especially adequate patrol vehicle availability. From a good governance perspective, this condition indicates that efficiency principles have not been fulfilled, because available resource inputs have not been able to match service output demands. This is reflected in the statement of operational staff: *"We strive to respond to every report as quickly as possible, but field conditions do not always support. Personnel are limited, while patrol vehicles must be used alternately or are under repair, so departures to locations are sometimes delayed waiting for vehicles to be ready."* To understand the root causes of response limitations more deeply, this research mapped the gap between ideal operational resource needs and actual conditions available in the field.

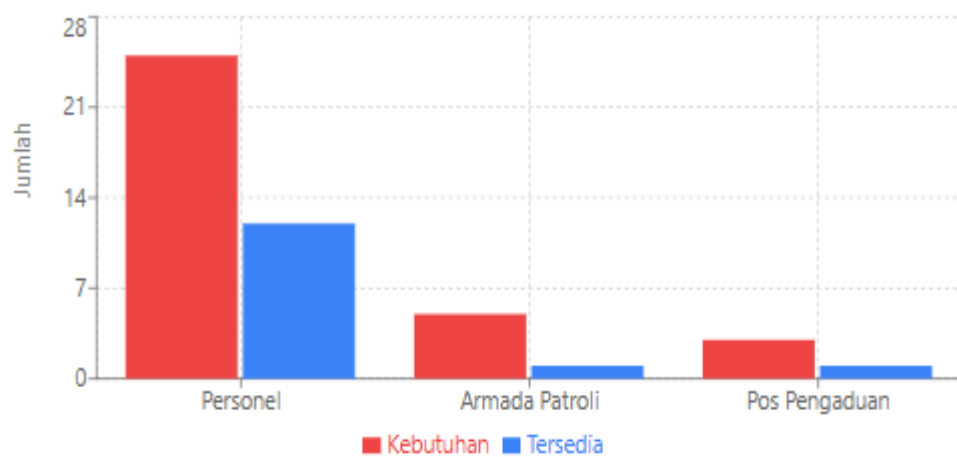


Figure 3: Resource Availability & Needs

The visualization above shows very significant gaps in all resource aspects. Available personnel are only 48% of ideal needs (12 of 25 people), patrol vehicles are only 20% of needs (1 of 5 units), and complaint posts are only 33% of needs (1 of 3 posts). This statement shows that response delays do not always stem from officer negligence, but are related to organizational support limitations in facilitating daily operational needs.

Besides structural factors, cultural obstacles also affect complaint handling speed, both originating from internal bureaucracy dynamics and social resistance in the field. Internally, relatively hierarchical work patterns that tend to wait for direction are still found, so field officer initiative space is often hampered by strict administrative procedures. Externally, handling certain complaints is confronted with rejection from community groups being regulated, which potentially triggers social conflict and encourages officers to apply persuasive approaches gradually to maintain security stability. A field officer explained: "*At certain points, enforcement must be done carefully because there is strong rejection. If actions are taken directly without communication, conflict risks increase, so the process requires negotiation to keep the situation conducive.*" This finding indicates that responsiveness is not only influenced by organizational capacity, but also by social complexity that demands situational handling strategies.

Analysis of both factors confirms that the limited responsiveness of Satpol PP Sukolilo District cannot be reduced to merely individual motivation issues, but reflects systemic conditions in the service support ecosystem. From an organizational effectiveness perspective, imbalance between task burdens and structural support as well as cultural challenges causes service quality to be difficult to achieve consistently. Therefore, responsiveness improvement requires more comprehensive policy interventions, such as strengthening operational budget allocation, facility and infrastructure renewal, personnel distribution arrangement, and cultivation of more adaptive work culture.

Implications of Complaint Handling on Perceptions of Service Quality and Public Trust

Perceptions of public service quality are formed through the accumulation

of interaction experiences between the community as service users and bureaucracy as service providers, so complaint handling mechanisms become important indicators for assessing institutional integrity and performance. Within the service quality framework, the responsiveness dimension is closely related to the assurance dimension, because the speed and accuracy of Satpol PP in responding to complaints are often interpreted by the community as manifestations of competence and government commitment in protecting citizens. Field findings show that residents who receive rapid responses even though problem resolution is not always complete at that time tend to give more positive assessments compared to residents who do not receive follow-up. This is reflected in the statement of a resident: *"Initially I had doubts, but when I reported vendors blocking the road, in the afternoon officers had come and regulated properly. I became more appreciative because there was attention to citizen complaints."* This statement indicates that adequate responsiveness potentially improves institutional image and strengthens social legitimacy.

Conversely, delays or absence of responses to complaints can cause broader impacts, especially in the form of declining public trust in institutions. When complaints are not responded to within a reasonable time, the community not only assesses that handling of those cases is inadequate, but also generalizes negative assessments on Satpol PP credibility overall. This dissatisfaction can develop into apathetic attitudes and decreased community participation in official reporting channels because they are deemed ineffective. One informant stated: *"I have reported twice through the application, but there was no clear follow-up for weeks. Eventually residents became reluctant to report again because they felt unheard."* This condition shows that weaknesses in the responsiveness dimension directly impact public trust that should be the basis of legitimacy for regional regulation enforcement officers.

This analysis confirms that responsiveness is not merely a technical measure related to speed of time, but a key factor in forming sustainable public trust. From a service quality theory perspective, the ability of Satpol PP Sukolilo District to manage complaints becomes an important determinant affecting community satisfaction. When citizens see rapid, clear, and proportional follow-up, a sense of security emerges along with confidence that government is present in responding to problems at the local level. Therefore, service quality improvement needs to be integrated with complaint management strengthening, by placing responsiveness as a priority to drive change in public perception from negative and apathetic to more trusting of Satpol PP performance.

Strategy Reconstruction: Toward Participation-Based Adaptive Service Model

Adaptive service model reconstruction can be understood as an effort to transform bureaucracy so that its operational mechanisms can adjust dynamically based on feedback from the external environment. Based on evaluation of systemic weaknesses found, the main strategy proposed for Satpol PP Sukolilo District is full integration between digital complaint channels and field patrol command systems in real-time. Currently, complaint management through social media and instant messaging applications is still relatively

separate from personnel movement management, creating unnecessary time gaps. A relevant solution is the development of an integrated notification system, where reports that have been verified by administrators can be directly forwarded to the nearest patrol team without going through tiered coordination chains that lengthen the process. This aligns with the statement of a structural official: *"The idea of connecting residents' WhatsApp reports directly to patrol teams in the field is very necessary. So far the process is still manual – admin conveys to section head, then forwarded to team commander, consuming time. If there is a system that can cut that path, field response potentially becomes much faster."* Integration like this not only accelerates handling, but also reduces risks of information distortion due to chain communication.

Besides technical aspects, strategy reconstruction needs to include sociological dimensions through strengthening collaborative approaches involving community leaders in public order disturbance resolution. Considering some residents' resistance to coercive enforcement, Satpol PP needs to shift approaches from direct enforcement toward persuasive communication and social mediation by involving RT/RW Chairpersons or local figures as facilitators. This strategy positions the community not merely as objects of enforcement, but as partners in maintaining environmental order. The effectiveness of involving local actors is reflected in the experience of a team commander: *"If enforcement is done directly, resident responses often escalate and potentially create conflict. However, when we involve the RT head for dialogue, or conduct mediation together, violating parties tend to be more cooperative and situations more conducive."* Thus, participatory approaches potentially reduce conflict escalation and build more sustainable compliance because they are based on social understanding, not merely on enforcement pressure.

These strategies culminate in paradigm change in viewing community complaints, from what was previously treated as administrative burden to becoming strategic information sources for continuous performance improvement. In the adaptive service model, every incoming complaint needs to be managed as a database to map incident patterns and violation-prone points in the Sukolilo area. Through complaint trend analysis, Satpol PP can arrange schedules and more targeted preventive patrol routes, so recurring disturbances can be suppressed before developing into new complaints. With this orientation, the complaint system is no longer merely a response facility when problems arise, but becomes a service planning instrument that supports continuous public service quality improvement according to community needs dynamics.

CONCLUSION

Based on the results of this research, it can be concluded that the responsiveness of community complaint handling at Satpol PP Sukolilo District has not yet operated optimally as the main instrument for improving public service quality, where significant disparities are still found between standard operating procedures and field execution reality due to dominance of officer discretion that is reactive to external pressures. Structural obstacles in the form

of operational resource limitations and cultural constraints in field bureaucracy are identified as determinant factors causing blockages in service recovery mechanisms, which linearly imply stagnation of public trust in the legitimacy of regional regulation enforcement institutions. Therefore, strategy reconstruction through integration of real-time digital complaint systems with operational command and implementation of participatory-collaborative enforcement approaches becomes an urgent imperative to transform complaints from merely administrative burden into strategic assets in realizing adaptive and accountable governance.

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