

Enhancing Public Service Delivery in The Indonesian National Police: A Case Study of Driving License and Police Clearance Certificate Services at Waropen Police Station

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Abstract

According to the 2023 report of the Indonesian Ombudsman, the National Police (Polri) is an institution frequently reported for public service complaints, especially in regional areas. This issue is notably observed in providing SIM (Driver's License) and SKCK (Police Clearance Certificate) services by Waropen District Police in Papua Province. Improving public services in regional areas is crucial for the Polri to enhance public trust. Therefore, this study will analyze the optimization of SIM and SKCK services by the Waropen District Police, considering that Waropen Regency is a remote area and poses unique challenges for the Polri in providing public services. This research used Haywood's model of public service quality with three main elements: Professional Judgment, Physical Facilities, Processes and Procedures, and People's Behavior and Conviviality. A qualitative method through interview techniques was used in this research. The findings of this study indicate that efforts to improve SIM and SKCK services need to consider the professionalism of personnel, service facilities, and procedures, as well as the attitudes and behaviors of personnel.

Keywords: public service, SIM, SKCK, Polri

1. Introduction

Public service is a one function of the Indonesian National Police (Polri), as mandated by Law Number 2 of 2002 concerning the Indonesian National Police. Since the separation of the military and police in Indonesia's post-New Order authoritarianism, there has been a demand for the Polri to prioritize public service and eliminate its militaristic nature (Izquierdo, 2010: 183). It is certainly related to the concept of democratic policing, where police in a democratic state are oriented towards serving rather than merely controlling the public (Skilling, 2016: 2). Furthermore, the provision of public services by the Polri is a form of police recognition of human rights, given the guarantee of the provision of public services by the government as a state obligation to fulfill individual rights (Zamora, 2022).

In addition to the human rights perspective, the provision of public services by the police is also closely related to the maintenance of public security and order (Sulaksono, 2021: 83). Thus, it can be understood that the provision of services by the police is an effort to uphold the law in society and maintain social order.

Given the urgency of public services for the community, it is necessary to consider several things in the provision of public services by the Polri, namely that public services must consider the values of economic efficiency, effectiveness, and non-discrimination or egalitarianism (Salim and Woodward dalam Nugroho, 2022:

96). Public services offered to the community must be affordable by all parties because of the importance of the service for the community as a whole. The price must be reasonable and affordable for anyone from any social class. Public services must be implemented effectively, meaning the public can obtain services more easily, quickly, and without being too complex. Efficient service provides public services with minimal resources while still producing quality services. Meanwhile, egalitarian or non-discriminatory services mean that the government, in providing services, does not discriminate against individuals based on their background.

To ensure the delivery of quality public services from all public service providers, including the police, the government enacted Law No. 25 of 2009 on Public Services. This regulation serves as a benchmark for providing public services to the community. Based on this regulation, there are 12 essential principles of public services that the police must consider when serving the public:

1. Public interest
2. Legal certainty
3. Equality
4. Balance of rights and obligations
5. Professionalism
6. Participatory
7. Equal treatment/non-discrimination
8. Transparency
9. Accountability
10. Special facilities and treatment for vulnerable groups
11. Timeliness
12. Speed, ease, and affordability

Considering these principles, it is expected that the police, as a service provider, can provide good services to the public.

Currently, the provision of public services by the National Police has drawn public attention. Based on a 2023 report by the Indonesian Ombudsman, the National Police ranked third among government agencies with the most complaints regarding public service delivery. It can be seen in Figure 1:

Figure 1. Institutions reported to the Ombudsman in 2023 (Ombudsman, 2023)

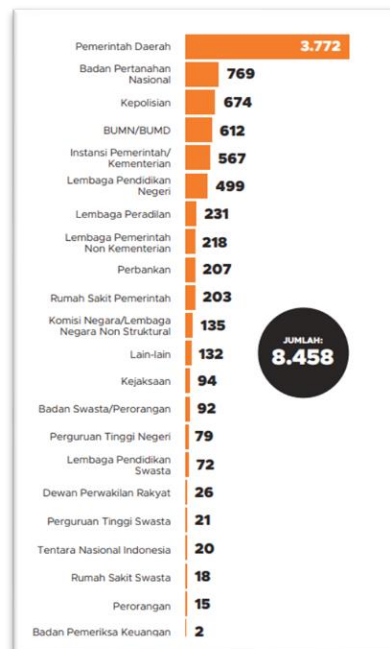
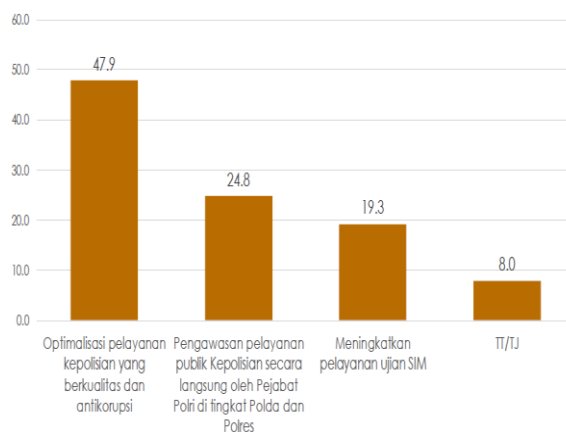


Figure 1 shows that the number of reports against the police submitted to the Ombudsman in 2023 reached 674, ranking third after regional governments (3,772 reports) and the National Land Agency (769 reports). Furthermore, public complaints regarding police service delivery include maladministration, procedural deviations, failure to provide services, and others (Ombudsman RI, 2023). Therefore, based on data from a national survey on the National Police, it is evident that the public desires the immediate optimization of police public services that are transparent, accountable, effective, and efficient, as illustrated in Figure 2:

Figure 2. Matters that Need to be Improved by the Police in Service Delivery (Indicator, 2023)



Public expectations of high-quality police public services are driven by the understanding that improved service delivery can foster a better quality of life (Michalos, 2003). A more secure and high-quality life for the public can be achieved if the police institution can provide the necessary goods and services effectively.

One type of service that is still problematic and not optimally implemented by the police at the district/city level is issuing driver's licenses (SIM) and police clearance certificates (SKCK). Several research findings indicate ongoing issues in the provision of SKCK services, such as inefficiencies in service delivery (Suhartatik et al., 2019), limited supporting facilities and infrastructure at the regional level (Sholeh, 2018), and lengthy procedural times for SKCK services (Ilmi, 2020). These various SKCK service issues raised in several studies often occur in police services at the regional level.

The provision of driver's licenses (SIM) has been a subject of public scrutiny in recent years. Concerns about citizens' difficulties obtaining SIMs have been raised, particularly at the district and city levels. Therefore, it can open up opportunities for under-the-table transactions (CNN, 2023). In addition, a report published by the Ombudsman in 2023 states that the rampant use of brokers in the provision of SIM services is due to the public's desire for ease in obtaining a SIM. For more details, please see Table 1:

Table 3. Reasons for Using Illegal Channels in SIM Services (Processed from Ombudsman, 2023)

Reason	Percentage
Desire for expedited driver's license issuance	59,3%
Solicitation from intermediaries offering expedited services	22,1%
Reluctance to undergo the examination process	8%
Failure to pass the practical driving test	6,5%
Other Reasons	4,1%

Based on the table above, it shows that public members are compelled to violate the SIM service procedures by accepting offers from brokers due to the perceived difficulty of the official SIM application process. Given the essential nature of a driver's license for public mobility, the demand for SIMs is high.

Waropen Police Station, a sub-district police station in Waropen Regency, Papua Province, provides SIM and SKCK services. According to Police Regulation No. 2 of 2021, police stations have a public service function, including receiving and handling reports or complaints, providing security assistance, and issuing permits required by the public, such as SIMs and SKCKs.

However, the implementation of SIM and SKCK services at Waropen Police Station has not been optimal and has failed to meet the local community's expectations. It is primarily due to human resources (HR) deficiencies and inadequate facilities and infrastructure to support service delivery.

Due to the problems with SIM and SKCK services at Waropen Police Station, concrete efforts must be made by the police to address these issues. Service optimization is crucial for two main reasons: first, by improving the quality of public services, the government can enhance public trust (Tahir, 2019; Camussi, 2018; Olabe, 2017; Walle et al., 2003). Furthermore, public services can be a valuable tool for the police in countries that have emerged from authoritarian regimes to improve the public's perception of the police (Olutola and Bello, 2016). Historically, the police were often viewed negatively as instruments of state power during authoritarian regimes and were associated with repressive actions against the opposition. Therefore, improving public services is a strategy for the Indonesian National Police to enhance public trust and its image. Notably, in 2022, the Indonesian National Police experienced a decline in public trust, falling from 77.3% in April 2022 to 62.6% in September 2022 (Indicator, 2024). However, public trust has since recovered, reaching 75.3% in January 2024 (Indicator, 2024).

Second, it is related to the relationship between the Indonesian National Police (Polri) and the people of Papua. Improving and enhancing the quality of public services at the Waropen Police Station can help the police institution improve its image among the people of Papua. It is because, based on a report released by the National Human Rights Commission (Komnas HAM) between 2020 and 2021, there have been a series of acts of violence committed by state apparatus, one of which is the police (CNN, 2023). Therefore, it can be said that the police need to improve their image in the eyes of the Papuan people through a public service approach so that they can see the police not as a repressive institution but as a humane one that helps the difficulties of the Papuan people.

In understanding the provision of quality public services, public service providers need to pay attention to three main elements: (1) professional judgment, (2) Physical facilities, processes, and procedures, (3) people's behavior and conviviality (Haywood-Farmer, 1987: 21). The first looks at the strengths and abilities of the public service personnel, the second looks at the condition of supporting facilities, processes, and service procedures, and the third is the attitude of service personnel in responding to customers.

Based on the explanation presented, this research analyzes how the public services of SIM (driver's license) and SKCK (police clearance certificate) are provided at the Waropen Police Station. Furthermore, this research explores how police public services, especially SIM and SKCK, are carried out in underdeveloped areas, considering that Waropen Regency is still categorized as underdeveloped by the national government. Although many studies have discussed Polri public services, especially SIM and SKCK, there has been no in-depth discussion on how police public services are implemented in remote and underdeveloped areas, especially in the Papua region.

Public service delivery in underdeveloped areas has unique challenges compared to developed areas. Several studies show certain obstacles experienced by the government in running some public services in underdeveloped areas, such as providing health services at community health centers (Puskesmas) (Winarsa et al., 2020). Furthermore, in implementing education services (Tyass et al., 2024). Therefore, this research will look at the dynamics of public services at the Waropen Police Station in terms of providing SIM and SKCK services in areas that are still underdeveloped.

2. Method

In this study, a descriptive method with a qualitative approach was used. A qualitative approach can be understood as:

Methods for exploring and understanding the meaning that some individuals or a group of people attribute to social or human problems. (Creswell, 2016: 4) Based on the statement above, the qualitative approach attempts to explore the meaning of individuals as participants through interviews with various open but structured questions. The data sources used by researchers in conducting the analysis are divided into two types: primary data and secondary data. Primary data is data that researchers directly obtain in field interviews with participants, while secondary data is in the form of official institutional documents, journals, archives, or other important notes containing the research theme. In this study, the researcher used several data collection procedures, including:

1. An observation that involves direct field immersion so that researchers can understand the local situation and conditions and understand the participant's perspective on the phenomenon being studied.
2. Interviews aim to provide several open-ended questions directed directly to the participants.
3. Documentation is an effort to collect supporting data in the form of photos or videos directly related to the research theme.

Furthermore, in this study, the researcher carried out a series of data processing techniques that have been obtained, namely the first data reduction, which is the sorting of various data into a category determined by the researcher based on the importance or relevance of the data to the research problem. Second, data will be presented

and analyzed further. This data can be in the form of interview narratives, graphs, metrics, and others. Finally, the data will be verified, and conclusions will be drawn from the analysis.

3. Result and Discussion

The Indonesian National Police (Polri), as an institution providing public services, needs to consider how to deliver services in the best possible way. The best service results in customer (or service recipient) satisfaction. Public satisfaction is achieved when the service provider meets or exceeds public expectations by delivering services promptly (quick response), fairly, professionally, and fostering quality interactions (Parasuraman et al., 1988). Based on public perceptions, the community will be satisfied with the SIM and SKCK services provided by the Waropen Police if the personnel can deliver services professionally, treat customers equally, and respond quickly. Therefore, there are indicators of public satisfaction with public services (Tyler and Huo, 2002) which include:

1. Quick Response: It is necessary to provide services without long delays, accompanied by fast responses from the service personnel, so the public does not waste too much time waiting for service.
2. Professional personnel: professionalism is the public's expectation of the performance of personnel in providing public services. With professionalism, it is assumed that services will be provided qualitatively, transparently, and fairly.
3. Fairness: It is important to provide services without considering the social status or background of the public. The community expects fairness from the service provider, including setting affordable prices for all groups.
4. Transparency in services: service providers need to open information to the public regarding the services provided. It can certainly add information the public requires about the service procedures that will be taken.

Considering these four indicators of public satisfaction with police services, the Waropen Police need to improve their response times in handling every customer receiving SIM and SKCK services and promptly responding to complaints and feedback. The professionalism of police personnel in delivering services is crucial for improving public satisfaction, opening channels for information to the public, and transparency regarding criticisms, input, and suggestions.

For the police to be able to deliver SIM and SKCK services well, there needs to be a clear Standard Operating Procedure (SOP) so that it can provide good guidance to the implementers. Determining a good SOP in providing direction to public service providers can ultimately increase customer satisfaction (Tuswoyo and Methasari, 2022; Prami et al., 2021). Therefore, the Polri has issued regulations for the implementation of SIM and SKCK services for regional police, the first of which is the Regulation of the Indonesian National Police Number 2 of 2023 concerning Amendments to the Regulation of the Indonesian National Police Number 5 of 2021 concerning the Issuance and Marking of Driver's Licenses (SIM). In these regulations, there are several stages that the public must go through to obtain a SIM, namely that prospective SIM recipients must complete administrative files as the first requirement. After passing the administrative stage, the public must undergo a physical and psychological health test. After passing the physical and psychological tests, the public must undergo a knowledge test on driving. After passing, they must undergo a practical test to see if the prospective SIM recipient is eligible to obtain a SIM by considering their driving ability safely. After going through several tests and being declared to have passed, the prospective SIM recipient can obtain a SIM.

Meanwhile, in the Indonesian National Police Regulation No. 6 of 2023, the procedure for implementing SKCK services at each police station (Polres) is regulated. This regulation outlines several stages in the SKCK service process, which include:

1. Registration
2. Recording
3. Identification
4. Coordination research
5. Printing
6. Delivery

With the enactment of these two police regulations, it is expected that each police station can implement SIM and SKCK services well and follow public expectations.

The 3P Model in Optimizing SIM and SKCK Services at Waropen Police Station

Management must consider several important aspects to improve the quality of SIM and SKCK services at the Waropen Police Station. These aspects are contained in Haywood's concept of the 3P model, namely:

1. P1: *Professional Judgement*

This group of attributes includes judgment, advice, autonomy, diagnostic ability, self-motivation, knowledge, and discretion. Quality is associated with staff acting professionally by exercising judgment. These attributes are the core services provided by the firm. Clients come to the firm because they lack the necessary expertise to provide their service at an acceptable level.

2. P2: *Physical Facilities, Processes and Procedures*

This group includes the physical facilities where the service is produced, delivered, and used, as well as anything sold as part of the service and the systems and procedures that allow the service to be produced, delivered, and used. Therefore, this includes the location and physical condition of the service cape, which can influence customers' expectations of the service. It is where customers interact with the firm and its employees, and they will pass judgment on the quality of those interactions. It can be influenced [rightly or wrongly] by the signals given out by the physical environment.

3. P3: *People's Behaviour and Conviviality*

This group concerns the service providers' behavior and includes grooming, dress, warmth, friendliness, politeness, attitude, timeliness, communication, and dealing with problems and complaints. It is an important part of the service encounter that involves at least two people.

(Haywood in Douglas et al., 2006: 3)

The first aspect is the professionalism of personnel. It is related to the quality of each member in the SIM and SKCK service units at the Waropen Police Station. It can be seen in their knowledge, ability to serve, and the wisdom of the personnel, who must adhere firmly to moral values. In carrying out SIM service tasks, each personnel member must have in-depth knowledge about the implementation of SIM and SKCK services, including familiarity with the SOPs governing these services.

In addition to knowing the rules and procedures for service delivery, personnel also require technical skills, such as proficiency in using the equipment supporting the SIM and SKCK services, particularly in operating IT tools. Lastly, a strong commitment to upholding moral or ethical values is needed. Ethics are a compass for police personnel in treating SIM and SKCK service users, ensuring they treat service recipients humanely and not look down on them. As Chapman (1992) argued, in public service ethics, public service actors should uphold human rights values and be accountable. The moral aspect of police personnel in carrying out their duties is crucial in building trust between the public and the police (Wahyurudhanto, 2022). Therefore, knowledge, skills, and ethics are vital for personnel.

In addition, personnel must possess the knowledge, skills, and morals. Then, in the element of professional judgment, the ability to innovate is also a necessary standard that must be possessed by public service personnel. This innovative ability must primarily be possessed by the head of the Waropen Police Station because only the leadership can implement new ideas to improve the provision of public services, especially SIM and SKCK, in their workplace. Innovation can include the application of technology that can make it easier for customers to access services, service mechanisms that are made more effectively and efficiently, or anything else needed to improve service performance. Therefore, the leadership of public service personnel is not only required to have innovative and up-to-date ideas but also to encourage subordinates to think innovatively, which can be done by opening space to accept and learn new things (Hardyman et al., 2022). The ability to learn and accept new and innovative things can improve the ability of the Waropen Police Station to respond to public expectations for good and quality services.

To optimize the provision of SIM and SKCK services, as well as services in general at the Waropen Police Station based on professional judgment, it is necessary to provide training, workshops, and certification for police public service providers. Therefore, improving the quality of personnel in carrying out public services can increase customer satisfaction (Lusiana et al., 2020; Rini and Pujiastuti, 2017) because they can provide the best possible service. They can know what customers need and can handle all customer needs and can humanely treat customers without demeaning themselves.

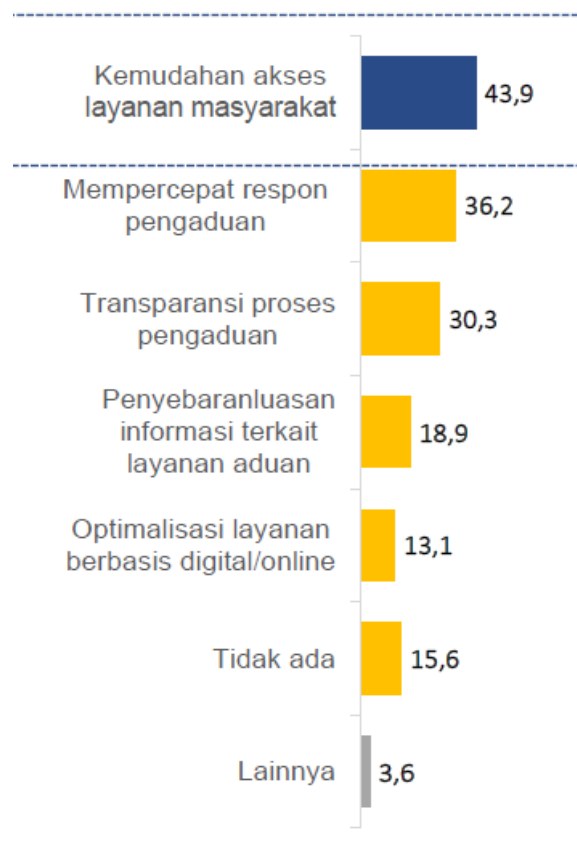
Based on the initial observation results in implementing SIM and SKCK services, human resources are one of the obstacles to running these services. It means that in this aspect, more attention is needed from the leadership to improve human resources service. The most important thing is to increase the number of personnel in the SIM or SKCK service unit. Based on the analysis above, it is necessary to strengthen knowledge, skills, morals/ethics, and the ability to innovate or accept new things.

The second important aspect is the service facilities and procedures that customers must go through. It is related to the availability of physical facilities at the Waropen Police Station to support the implementation of SIM and SKCK services. Supporting facilities improves public service quality and customer satisfaction (Lee and Kim, 2014). This satisfaction arises because service visitors feel comfortable when they come and wait for service, the layout is easy to reach, and the cleanliness of the facilities is maintained. Thus, the management of the Waropen Police Station certainly tries to make SIM and SKCK service visitors as comfortable as possible by providing certain facilities such as air-conditioned rooms, comfortable chairs, clean waiting rooms, and so on that are pleasing to the eye of customers. In addition to providing quality and adequate facilities for customers, quality and adequate facilities are also needed to support the performance of SIM and SKCK service personnel. For this

reason, the Waropen Police Station needs to identify and evaluate how the availability of facilities and infrastructure can still support the implementation of services well and create a positive image for the Police Station or vice versa. It is important to do this considering that based on the initial observation results, there were constraints on the facilities and infrastructure of SIM and SKCK services.

In addition to facilities and infrastructure, it is also necessary to consider the service process flow, speed, timeliness, and written information delivery. These aspects are important in optimizing SIM and SKCK services at the Waropen Police Station. The service process flow is expected to be not too complicated, so it can take a long for customers to receive services, especially if there are queues. It means that a simpler and less complex service flow mechanism is needed. In addition, it was found that the service procedure flow affects the level of customer satisfaction (Najmi, 2017). Furthermore, based on the survey results related to Polri public services, it was found that the public wants easy access to police services. For more details, see Figure 4:

Figure 4. Public Expectations of Police Services
(Litbang Kompas, 2024)



Therefore, to optimize the quality of SIM and SKCK services, it is necessary to reconsider the service flow mechanism, whether or not the public feels that the service flow they go through is simple, easy, or vice versa, which is complicated. However, it must be remembered that even though management needs to build a fast, easy, and time-saving process flow, it must still pay attention to the quality of the service provided so as not to reduce the level of service quality.

The third important aspect is the attitude of the service providers. According to Gronros (1988), attitude is important in providing public services. He refers to attitude as a form of expressive performance, an expression shown by a public service actor to customers, marked by politeness, friendliness, and empathy. Even according to Gronros, if service providers only focus on technical issues in public services such as easy service flow, fast, accurate, and cheap service accompanied by qualified human resources, it still will not be able to arouse the satisfaction of the public as service recipients. For example, if the Waropen Police has been able to fulfill all aspects of service from facilities, infrastructure, and procedures to competent personnel, but in its implementation, there are personnel who show arrogant and condescending attitudes towards the public, of course, this will erode the positive things that have been built and shown to the public. The public will not remember the positive things about police public services, such as fast, easy, and cheap services. However, it will be ingrained in their minds that they, as individuals, have been treated unpleasantly while receiving services from personnel. It is what

Gronros considers important. It is in line with Skogan's opinion (2006), which states that unpleasant experiences received by the public due to the bad attitude of the police can have a much more significant impact than positive experiences obtained from the police.

Furthermore, the attitude and behavior of police members are indeed inseparable from the organizational culture of the Indonesian National Police. As is known, the police originated from the military institution. Hence, the police culture is inseparable from the militaristic perspective of its members even though the police have separated from the TNI after the reform. Thus, the negative effects are arrogant attitudes, egoism, and oppressive behavior. Several other bad behaviors from police officers (Baharuddin, 2016: 52). With the existence of such culture and behavior, it will be challenging to build a police organization that is oriented towards service because the militaristic culture will form the police as an organization that prioritizes control and supervision.

With the existence of these two opinions, efforts to optimize the provision of SIM and SKCK services at the Waropen Police Station are important to pay attention to in terms of the development of the attitude of personnel in providing public services. Regarding the development of the attitude and behavior of public service members to be able to develop a service-oriented organization, the following strategic steps can be considered:

1. Institutionalizing the role of bureaucracy as an agent of service and community empowerment.
2. Developing a service culture; introducing values, symbols, and behaviors that reflect the importance of the position of citizens in government bureaucracy.
3. Institutionalizing user surveys complaint mechanisms and making citizen satisfaction an important performance measure. (Dwiyanto, 2015: 148)

4. Conclusion

Based on the analysis, the author believes that to optimize SIM and SKCK services at the Waropen Police Station, three important aspects need to be considered, as per Haywood's concept: professionalism of police personnel, facilities, and service procedures, and the attitudes and behaviors of personnel in delivering services. Although this analysis strengthens the author's assumptions by referring to Haywood's P3 model, it can improve the quality of services at the Waropen Police Station. However, considering the limitations of the available data, further research is needed to confirm the analysis provided.

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