

Evaluation of the Paduka Website's Performance in Improving Public Services at the Cirebon Regency Department of Population and Civil Registration

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Abstract

This research is motivated by the improvement of public services through digitalization at the Cirebon Regency Department of Population and Civil Registration (Dinas Kependudukan dan Pencatatan Sipil, DISDUKCAPIL) through the PADUKA website. The problem is that PADUKA's performance is not yet fully optimal, as reflected in the uneven distribution of service access among villages, the limited number of operators, and technical disruptions originating from the system or central server that affect the speed of the application process. This study aims to evaluate the performance of the PADUKA website in improving public services, identify the challenges faced, and assess public satisfaction with the quality and accessibility of PADUKA services. The method used is qualitative research, with data collected through observation, interviews, and documentation. Data analysis was conducted thematically based on six dimensions of performance evaluation: effectiveness, efficiency, adequacy, equity, responsiveness, and accuracy. The results of the study show that PADUKA services make access easier for residents and help save time and costs compared to manual services. However, equal access remains a challenge. Therefore, PADUKA needs to be continuously maintained and improved through public outreach, the addition of operators, improvements to technical infrastructure, and faster responses in handling disruptions so that services can run more consistently.

Keywords: Performance Evaluation, PADUKA Website, E-government, Community

INTRODUCTION

Developments in the digital era have reached an advanced stage, as they now influence nearly every aspect of life and various sectors, including those that previously operated through more traditional approaches. In this context, the use of information technology is no longer regarded merely as a theoretical concept or future plan but has become an essential component of daily activities (I Nyoman Trisantosa & Dewi Kurniasih, 2022). The role of information technology is also evident in both economic and governmental sectors, where technology functions as a tool to streamline processes, expand service accessibility, and support organizations in achieving their objectives. In other words, electronic government (e-government) is expected not only to modernize public services but also to improve bureaucratic performance so that service delivery becomes more focused, targeted, and responsive to public needs. To improve the quality of public services, the government continues to introduce various innovations related to digital transformation (Viona Azzahra, 2024).

In Indonesia, the advancement of digital government services is also supported by regulations emphasizing the importance of population data integration. Law No. 23 of 2006 concerning Population Administration was subsequently amended by Law No. 24 of 2013, which stipulates the necessity of integrating population data through interconnected and mutually supportive information systems (Federal Government, 2013). This effort is reinforced by supporting policies, including Cirebon Regency Regulation (Peraturan Bupati,

Perbup) No. 96 of 2022 concerning the Implementation of an Electronic-Based Government System (Sistem Pemerintahan Berbasis Elektronik, SPBE) in Cirebon Regency. This regulation serves as the foundation for implementing e-government at the regional level, with the aim of utilizing information and communication technology to improve public services while promoting efficiency and transparency in government administration (Andryan Muhammad Rizky et al., 2025). The Regent Regulation was enacted and promulgated on December 30, 2022, establishing a digital governance framework consisting of interconnected components to ensure that its implementation has clear directions and boundaries (Peraturan Bupati [Perbup], 2022).

One of the government agencies playing a key role in public services is the Population and Civil Registration Office (Dinas Kependudukan dan Pencatatan Sipil, DISDUKCAPIL) of Cirebon Regency. DISDUKCAPIL manages various population administration services, including Identity Cards (Kartu Tanda Penduduk, KTP), Family Cards (Kartu Keluarga, KK), Birth Certificates, and other civil registration documents. Before the widespread adoption of digital systems, population administration services often encountered challenges such as long queues and potential administrative errors caused by manual procedures. In such circumstances, the public, particularly those with limited time, restricted access, or specific conditions, often experienced difficulties in obtaining services efficiently. Therefore, alternative solutions are needed to overcome these barriers (I Gusti Ayu Dea Kania Utami, 2025).

One initiative implemented in Cirebon Regency is the service provided through the PADUKA website. PADUKA is a web-based service that facilitates the submission of civil registration documents at the village level. This service has been operational since 2023 through a partnership between DISDUKCAPIL and village authorities. The main objective of PADUKA is to simplify access to population administration services so that residents do not need to travel long distances to the DISDUKCAPIL office. Through this system, application processes can be managed by PADUKA operators at the village level, thereby bringing government services closer to the community. This approach is expected to make population administration services more inclusive because residents living far from service centers can still manage their administrative needs more conveniently.

In practice, village PADUKA operators are managed by village officials appointed by the Village Head. Therefore, DISDUKCAPIL's primary role is to provide access to the application system, while supporting facilities and infrastructure at the village level remain the responsibility of village authorities. Since PADUKA partnerships are voluntary, implementation depends on each village's willingness to participate. To date, 224 villages have entered into a Cooperation Agreement (Perjanjian Kerja Sama, PKS) with DISDUKCAPIL. However, over time, some villages have decided not to renew their PKS due to perceptions that the service process is time-consuming and ineffective. This condition indicates that the success of digital service programs depends not only on the availability of technological systems but also on organizational readiness at the village level and continuous institutional support.

Within the framework of good governance, government institutions are expected to operate based on principles such as transparency, accountability, effectiveness, and participation. The role of DISDUKCAPIL in serving the public must be conducted not only

through internal organizational operations but also through the ability to establish relationships and build trust with citizens and relevant stakeholders. In e-government systems such as PADUKA, this aspect is crucial because digital platforms not only simplify administrative procedures but also create opportunities for public participation and improve access to service-related information. However, several issues remain concerning the evaluation of the PADUKA website's performance in improving public services in Cirebon Regency, including challenges related to website performance, service optimization, and DISDUKCAPIL's efforts to enhance PADUKA-based public service delivery.

Although extensive research has been conducted on the evaluation of government website performance in Indonesia, previous studies have generally focused more on technical implementation or policy perspectives without comprehensively examining service performance and user satisfaction. Service performance is strongly influenced by service quality, as demonstrated in a study by Bharoto, Lestari, and Prihatmadji (2023) on the e-letter application in Palimanan Timur Village, which found that the success of e-government implementation is influenced by service quality and user satisfaction. However, an aspect that remains insufficiently explored is how PADUKA's performance directly contributes to improving public services in regions with geographical and social characteristics such as Cirebon Regency, which continues to face challenges related to digital connectivity across areas. This research gap highlights the need for more specific studies that connect general e-government concepts with practical digital service implementation at the district level (Rd. Mahendra Haryo Bharoto & Aghnia Dian Lestari, 2023).

Theoretically, research on PADUKA is expected to contribute to the development of literature in public administration and information technology, particularly regarding local-level e-government implementation. This research may also serve as a reference for understanding how digital platforms can simplify bureaucratic processes and improve public service governance. Practically, the study is expected to provide direct benefits for the people of Cirebon Regency by supporting improvements in PADUKA service quality, including reducing the time and costs required to access population administration services. Furthermore, in the post-pandemic era, when limitations on face-to-face services remain relevant, evaluating PADUKA is important to maintain digital inclusivity, especially for vulnerable groups such as elderly residents and communities in rural areas.

Ultimately, this study aims to evaluate PADUKA's performance in improving public services at the Cirebon Regency Population and Civil Registration Office (DISDUKCAPIL). The evaluation is conducted using William N. Dunn's (2003) policy evaluation theory, which consists of six dimensions: effectiveness, efficiency, adequacy, equity, responsiveness, and accuracy. Dunn's evaluation model was selected instead of conventional digital service quality models, such as E-GovQual, because evaluating village-level public services requires more than assessing the technical quality of a digital platform. It requires an in-depth examination of the social and administrative impacts of policies, equitable access to services, and bureaucratic responsiveness to the actual needs of communities. Specifically, this study also aims to measure public satisfaction with DISDUKCAPIL services through PADUKA while providing recommendations to optimize PADUKA utilization. Therefore, this research is expected to bridge the gap between designed digital policies and actual service practices

experienced by communities, while contributing to the advancement of civil registration service digitalization in Cirebon Regency.

METHOD

This study employed a qualitative research method to evaluate the performance of the PADUKA website in improving public services at the Cirebon Regency Population and Civil Registration Office. The qualitative approach was selected because the study focused on understanding user experiences and the perspectives of government employees involved in managing and implementing the website. Data collection and analysis were conducted through triangulation, combining multiple sources and methods to obtain comprehensive and complementary information. The data were analyzed inductively to identify patterns, meanings, and dynamics emerging from the research site (Pasolong, 2020).

The study focused on two main subjects: the public who utilized the PADUKA website services and government employees involved in the management and implementation of the website. The research examined PADUKA's performance based on user satisfaction, service effectiveness, and challenges encountered during its implementation.

The research was conducted at the DISDUKCAPIL office in Cirebon Regency, focusing on the implementation and utilization of the PADUKA website. This location was selected because Cirebon Regency had implemented a digital population administration service system while still experiencing challenges related to technology utilization. The research was conducted from January to February and involved observation, interviews, data analysis, and research report preparation.

In qualitative research, the researcher served as the primary instrument responsible for collecting and interpreting data. Data were collected through observations, in-depth interviews with relevant respondents, and documentation analysis of related reports and user feedback from the agency and service users.

Data analysis was conducted thematically using William N. Dunn's (2003) evaluation model, which consists of six indicators: effectiveness, efficiency, adequacy, equity, responsiveness, and accuracy. Effectiveness evaluated the extent to which PADUKA achieved its intended objectives. Efficiency examined the utilization of resources, including service processing time and operational costs. Adequacy assessed whether the information and services provided met public needs. Equity evaluated the accessibility and distribution of services among different community groups. Responsiveness examined the government's ability to respond to public needs and feedback. Accuracy assessed the suitability of the services and information provided with user expectations and requirements.

To ensure data validity and reliability, this study applied source and method triangulation by comparing information obtained from interviews, observations, and documentation. This approach helped ensure consistency among findings and strengthened the credibility of the research results.

RESULTS AND DISCUSSION

Research findings on the PADUKA service indicate that this website has helped improve public service in Cirebon Regency, although its implementation has not yet fully met all targets. In terms of effectiveness, the PADUKA service has not yet achieved optimal results because there are still villages that have not joined the program. Nevertheless, in the village of Aspada, the service has been operating as planned since late January 2026. Delays in access during the initial implementation phase are considered tolerable because they ultimately provide convenience for residents. PADUKA is also perceived as providing tangible benefits, particularly for residents living far from service centers, as well as vulnerable groups such as the elderly or those with limited economic means.

In terms of efficiency, PADUKA shows an improvement over manual services. The allocation of funds for technical guidance has made village operators better prepared to manage service processes, so residents no longer need to visit the DISDUKCAPIL office to submit applications. As a result, the time and costs residents typically incur for travel are reduced. However, the application process still involves several steps and is not always completed immediately. Furthermore, regarding adequacy, the PADUKA service has been sufficiently helpful in addressing the primary needs of population services however, challenges such as system disruptions and a limited number of operators still exist. Public complaints also arise when the service faces obstacles, necessitating faster resolution to prevent issues from dragging on.

Meanwhile, the equitable distribution of services is a separate concern because access to PADUKA is uneven. This occurs because the service depends on cooperation between villages and DISDUKCAPIL through established mechanisms. Villages that have not established such cooperation cannot access PADUKA services, meaning that the benefits are not felt equally across all regions. Regarding responsiveness, DISDUKCAPIL is considered to have accommodated feedback and complaints from the public and village operators, which were then forwarded to superiors for follow-up. Ultimately, in terms of accuracy, PADUKA remains in place, and it is hoped that all eligible villages will participate in the partnership, with the expectation that the services provided will become increasingly effective and aligned with community needs.

This section discusses the performance evaluation of the PADUKA website in improving public services at the Cirebon Regency Population and Civil Registration Office (DISDUKCAPIL). The process for requesting cooperation also includes criteria that must be met regarding the appointment of an operator. There are two main requirements that form the basis for recommending prospective village PADUKA operators. First, prospective operators must hold a village official appointment letter. Second, prospective operators are expected to possess technical skills or the ability to use the application without difficulty. If these two requirements are met, the Village Head may then grant permission to the designated party to serve as the village PADUKA operator. Once the cooperation agreement is finalized, all administrative requirements are subsequently submitted to DISDUKCAPIL. Next, DISDUKCAPIL processes the application and conducts PADUKA technical training for village operators who have submitted a cooperation agreement (PKS). During the training, operators receive technical guidance on using the application. Afterward, DISDUKCAPIL

provides a cooperation agreement document for the Village Head to sign, thereby formalizing the village's commitment to the partnership and ensuring it is accountable.

Once the official partnership is established, village operators will be required to create accounts using their National Identification Numbers (NIK) and data linked to the Population and Civil Registration Office (DISUKCAPIL). Consequently, login accounts may only be used by village operators in accordance with their designated responsibilities. In addition to serving the community at the village level, PADUKA operators also have an administrative obligation, namely to submit a summary report of PADUKA submissions every 3 months. If this obligation is not met, DISDUKCAPIL may take action by deactivating the operator's account. Through this system, it is hoped that service processes will continue to operate in accordance with standards and can be monitored.

The result and discussion were combined to provide a more comprehensive analysis of the empirical findings from the field in relation to the theoretical framework used. The analysis is based on the six dimensions of performance evaluation: effectiveness, efficiency, adequacy, equity, responsiveness, and accuracy. It also outlines the challenges and potential improvements that can be implemented by the Cirebon Regency Population and Civil Registration Office (DISDUKCAPIL).

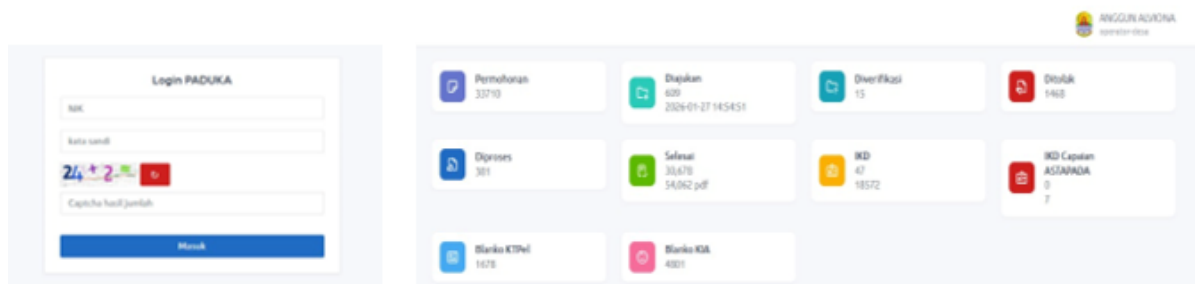


Figure 1. PADUKA Website Design

Source: Astapada Village

Based on the image shown, the PADUKA website features a main screen that displays the system workflow, from the login process to monitoring service activities via the dashboard. On the login screen, village operators are prompted to enter their National Identification Number (NIK) and password, and must then complete a CAPTCHA so the system can verify that the user accessing the site is authorized. Once authentication is successful, operators can access the work page.

Furthermore, the PADUKA dashboard displays concise information about the status of ongoing services. The displayed menu covers various stages of the process, ranging from request, submitted, rejected, processed, completed, to the verification stage and the issuance of specific documents. From an observational standpoint, this dashboard not only serves as an administrative tool but also helps operators track service progress in a more structured manner, as each is marked with the number of cases and processing time. For example, the data in the "application" and "submitted" columns show how many files have been received and the status of the application's submission, while the "in progress" and "verification" section indicate the ongoing document review or processing. Additionally, the system displays information on documents related to the service, such as the IKD, KTPel forms, and KIA forms.

With a dashboard like this, village operators can track the status of services being processed without having to rely on manual record keeping. As a result, workflows become more organized because service data is recorded in the system, and coordination among all parties involved is streamlined. Additionally, the presence of rejection indicators is crucial as it allows operators to recognize that not all requests are processed immediately, enabling them to address issues if missing documents or data discrepancies are identified. Overall, the PADUKA interface demonstrates that the system is designed with a focus on ease of access, process control, and activity tracking through digital service.

Evaluation of the PADUKA Website's Performance in Improving Public Services in Cirebon Regency

1. Effectiveness

The PADUKA service indicates that the policy's objectives have not yet been fully achieved in Cirebon Regency, although progress has been made in some villages. According to a DISDUKCAPIL staff member in the division of population administration information management and village utilization, the PADUKA service has not yet met its expected targets because many villages have not yet joined the program. He explained that outreach efforts will continue gradually so that all villages can foster cooperation through a Cooperation Agreement (PKS), and it is hoped that all villages will participate. This indicates that the implementation of the service is still in its early stages and requires greater effort to achieve broader coverage.

From the perspective of the village operator, the PADUKA service in Astapada village has been running as planned since the end of January 2026, although initial access was delayed because December was used for testing. He emphasized that this service provides many benefits for villagers, particularly in the process of creating various documents such as Family Cards, Birth Certificates, Death Certificates, and Change of Address Letters. However, he also noted that the application process cannot be completed immediately, which poses a challenge to the service's effectiveness.

Residents have noted that the PADUKA service is proceeding as planned, as it allows villagers to reduce the time spent on document processing without having to visit the DISDUKCAPIL office. This service is particularly beneficial for vulnerable groups, such as the elderly, who find it helpful in handling civil registration matters. Overall, it can be concluded that the benefits are already being felt at the local level; however, the service still needs to be expanded to all villages so that the policy's objectives can be fully achieved.

2. Efficiency

The PADUKA service is more effective than the previous manual system, particularly in terms of resource utilization, and provides greater benefits to the community. According to a DISDUKCAPIL staff member in the field of population administration information management and village utilization, the budget was used for Technical Guidance (BIMTEK) activities, followed by advanced BIMTEK sessions regarding submissions through the PADUKA application, which covered in-depth material on civil registration and population revenue. These sessions were held at a hotel last year for all operators. If the village collaborates with DISDUKCAPIL, the service becomes more time-efficient for the community; in terms of cost, residents also do not need to travel far to DISDUKCAPIL and incur transportation expenses. However, if the village does not collaborate with

DISDUKCAPIL, residents must go to the Cirebon Regency DISDUKCAPIL office themselves to handle the matter.

According to the village administrator, this service is more efficient because villagers do not have to visit the DISDUKCAPIL office. The village administrator can directly oversee the application process and track its progress. However, the process is not completed immediately, and there is no fee at all.

According to users, this service saves costs because villagers simply need to visit the village head's office to log in and enter their own personal information. It also saves time. Overall, it can be concluded that PADUKA has successfully improved efficiency through digitalization, but challenges remain such as reliance on cooperation from villages that need to be addressed to ensure efficiency is achieved across the board.

3. Sufficiency

The PADUKA service can resolve many of the previous issues, but there are still some obstacles that hinder its ability to fully resolve them. According to DISDUKCAPIL staff, the solution to the shortage of DISDUKCAPIL personnel or operators is to increase the number of operators handling PADUKA applications. As for technical issues originating from the central system, these are beyond DISDUKCAPIL's control, as they depend on the central system's conditions.

According to village officials, this service is sufficient to address the issues encountered previously. Occasionally, system glitches cause delays in logging in or processing data submissions. Some villagers bring photocopies of their Family Cards that are so old the writing is illegible, so their applications are often rejected; this also results in additional costs for residents to purchase revenue stamps.

According to the community, the service is sufficient to address previous issues and makes it easier for villages to submit civil registration documents. The service is often slow to load, and residents sometimes have trouble opening the files they need to submit. In conclusion, the results are quite good, but the infrastructure still needs improvement.

4. Equity

PADUKA services are not uniformly available, as they depend on the village's cooperation with DISDUKCAPIL. According to DISDUKCAPIL staff, login access is restricted to the designated individual and may not be used by anyone else. It depends on the village; if it does not cooperate with DISDUKCAPIL, the village operator cannot provide a PADUKA account. However, there are also cases where a village has submitted an application, and DISDUKCAPIL has conducted a technical training session (BIMTEK) and created an account for the village operator, but the MOU (Memorandum of Understanding) document was not returned to DISDUKCAPIL, so the cooperation is not officially recognized. Even if the operator has an account, it will be deactivated. Consequently, the village cannot provide PADUKA services.

According to the village operator, all residents of Astapada village have access to the PADUKA service. If they wish to access the PADUKA service, residents simply need to visit the village head's office, where the village operator will assist them in logging in to the PADUKA service. Residents must bring the required documents to gain access. Village residents have equal access; they simply need to log in using their NIK and then fill out a new

application. In conclusion, access in the village is already widespread, but broader cooperation is needed to ensure equality throughout the entire district.

5. Responsiveness

In terms of responsiveness, effective communication was established among DISDUKCAPIL, village operators, and the public. When system disruptions or service delays occurred, village operators proactively informed residents through communication channels such as WhatsApp groups. Public complaints were then forwarded by village officials to DISDUKCAPIL. The agency demonstrated a strong commitment to addressing these issues by reporting structural and technical problems to relevant authorities or the central system. However, although administrative responsiveness through communication was effective, technical responsiveness remained a challenge because users often had to wait for the central server to stabilize. This indicates that bureaucratic responsiveness was satisfactory, but the speed of technical problem resolution still required improvement.

According to the village administrator, the DISDUKCAPIL has acknowledged complaints from village residents. The village officials will immediately post a comment in the WhatsApp group if the PADUKA service is slow.

According to the public, DISDUKCAPIL and village operators promptly address any complaints from villagers; however, sometimes we also have to wait for the system to return to normal. In conclusion, this demonstrates good responsiveness through communication, but system disruptions can slow down the resolution process.

6. Accuracy

The accuracy dimension evaluated the extent to which PADUKA services aligned with user needs and the precision of the generated documents. The findings showed that the documents produced through the PADUKA system, such as Family Cards and Birth Certificates, had a high level of data accuracy because the system was integrated with the central population database. However, service accuracy was occasionally affected by the quality of supporting documents uploaded by residents. For example, applications were often rejected when residents submitted unclear or illegible copies of previous documents. Overall, despite these input-related challenges, DISDUKCAPIL, village operators, and the public agreed that PADUKA effectively addressed the community's need for practical and efficient administrative services. Therefore, the sustainability and continuous improvement of the system remained necessary.

Challenges Faced by the PADUKA Website in Improving Public Services in Cirebon Regency

The performance of the PADUKA website in improving public services in Cirebon Regency has not yet been fully consistent. This is primarily because access to PADUKA is heavily dependent on cooperation between villages and the DISDUKCAPIL through a cooperation agreement. When a village has not joined or has not renewed its cooperation agreement, village operators cannot officially provide services through PADUKA. As a result, residents in that village must still handle civil registration matters manually, meaning the goal of equitable access to services has not been fully achieved.

In addition, another significant challenge is technical issues and resource readiness. At times, the PADUKA system may experience disruptions, causing delays in the login or application process and inconveniencing users. This situation is exacerbated by the limited

number of operators handling the process at the village level and within the DISDUKCAPIL support team. From the user's perspective, the quality of application files or documents also affects the smoothness of the process, as documents that are unclear or do not meet standards may result in the application being rejected or requiring revisions.

DISDUKCAPIL's Efforts to Improve the PADUKA Website's Performance

To improve PADUKA's performance, the Population and Civil Registration Office (DISDUKCAPIL) has taken initial steps by raising awareness and strengthening cooperation with villages. These efforts aim to encourage more villages to join the program and to extend existing cooperation agreements. With the increasing number of villages connected to PADUKA, it is hoped that access to service will expand and that the benefits of digital services will be felt by more people throughout Cirebon Regency, not just in villages that have already implemented the system.

DISDUKCAPIL is also working to improve service users' capabilities and streamline processes through technical training. One such initiative is the implementation of technical training (BIMTEK) for PADUKA operators to ensure they understand service workflows, can manage applications more accurately, and minimize errors during data entry and document uploads. Additionally, DISDUKCAPIL works to address complaints received from operators and the public, then forwards them for resolution, particularly when system issues arise. Through combination of outreach, operator capacity building, and improvements to the response mechanism for PADUKA performance disruption, it is hoped that the system will operate more stably and the services provided will become more effective.

CONCLUSION

Based on the findings of the study on the evaluation of the PADUKA website's performance in improving public services at the Cirebon Regency Population and Civil Registration Office (Dinas Kependudukan dan Pencatatan Sipil, DISDUKCAPIL), it can be concluded that PADUKA is a web-based service innovation that enables the submission of civil registration applications at the village level and facilitates faster public access to population administration documents. This service was designed to reduce the need for residents to visit the DISDUKCAPIL office directly, making administrative services more practical and accessible, particularly for individuals with limited time or mobility constraints.

However, PADUKA's performance has not yet been fully optimized in achieving the goal of improving public services comprehensively. Several challenges remain, including unequal access caused by differences in village participation in formal cooperation agreements, the limited number of operators at the DISDUKCAPIL office that affects application processing times, and technical disruptions originating from the central system that require verification processes to be temporarily suspended until normal operations resume. In addition, some residents still expect services to be completed immediately without fully understanding the required procedures within the PADUKA system, from application submission to document processing and delivery through email.

Nevertheless, PADUKA has provided tangible benefits in service implementation, including a more streamlined application process, reduced time and costs compared to manual services, and workflow monitoring features that support village operators in tracking applications through the system. Therefore, PADUKA is considered feasible for continued

operation and further development. However, continuous improvements are required, particularly in expanding village partnerships, strengthening human resources capacity among operators, and enhancing responses to technical disruptions. These efforts are necessary to ensure that PADUKA services become more consistent, efficient, and accessible for all residents of Cirebon Regency.

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