

ANALYSIS OF THE QUALITY OF SIAP PPAK SERVICES FOR THE PROTECTION OF WOMEN AND CHILDREN IN SURABAYA USING E-GOVQUAL

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Abstract

This study aims to analyze the quality of service for the protection of women and children through SIAP PPAK in Surabaya based on the E-GovQual theory (Papadomichelaki & Mentzas, 2012), as well as to identify the supporting factors and constraining factors for its implementation. DP3APPKB Surabaya launched this website-based digital service to facilitate complaints, consultations, and education, but its implementation has not been fully optimized. This study employs a qualitative descriptive approach with six informants comprising managers, internal users, and external users. Data was collected through interviews and analyzed using the Miles, Huberman, and Saldana model. The results of the study indicate that the quality of SIAP PPAK services is quite good in four dimensions of E-GovQual: Efficiency (ease of access), Trust (data security and privacy), Reliability (responsive features), and Citizen Support (community participation and support). The obstacles encountered include limited digital literacy, technical constraints, and a lack of cross-sector coordination outside of working hours. It is concluded that SIAP PPAK requires infrastructure strengthening, increased socialization, and optimization of human resources to maximize services for the protection of women and children.

Keywords: SIAP PPAK, protection of women and children, service quality, E-GovQual.

1. Introduction

Violence against women and children is one of the most pressing social issues in Indonesia, including in the city of Surabaya. Many cases occur in Indonesia that show children and women have become victims of violence, one of which is domestic violence (Erdianti et al., 2023). Which recorded the highest rate in East Java in 2024. Based on data as shown in Figure 1, based on SIGA KemenPPA, violence against women and children is categorized into several types, including physical violence, psychological violence, sexual violence, exploitation, trafficking, neglect, and others, which still show relatively high numbers, especially in the category of sexual violence against children, as many as 115 cases.

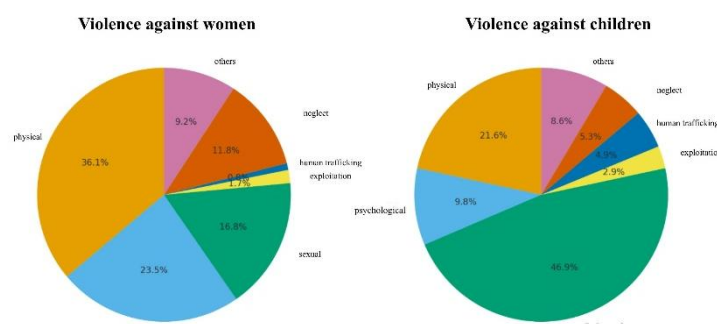
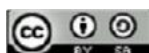
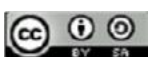


Figure 1. Violence agints women and children in Surabaya 2024
(Source: SIGA KemenPPA)



The protection of women and children has been regulated in Law Number 23 of 2004 concerning the Elimination of Domestic Violence, Law Number 35 of 2014 concerning Child Protection, and Law Number 12 of 2022 concerning the Crime of Sexual Violence. Public services as part of government obligations are guaranteed through Law Number 25 of 2009 concerning Public Services, and in the context of social protection (Undang-Undang Nomor 25 Tahun 2009 Tentang Pelayanan Publik, 2009), the government is still faced with several phenomena related to public service problems, including those about complicated services, long, and require money, so this is what creates a negative image of the government (Kuswati et al., 2022). Especially women and children, it has been regulated in Law Number 23 of 2014 concerning Regional Government, which states that the protection of women and children is included in mandatory affairs related to basic services. The Surabaya City Government, through the Office of Women's Empowerment and Child Protection (Undang-Undang Nomor 23 Tahun 2014 Tentang Pemerintah Daerah, 2014), in this era of information technology, there is a demand for effective and efficient public services in line with the diverse needs and desires of each individual (Ramadhani, 2018). Population Control and Family Planning (DP3APPKB) launched an innovative digital service for the protection of women and children based on the SIAP PPAK to facilitate the people of Surabaya City in complaint services, consultation, and education (Permatasari W & Swasti I K, 2023). The presence of SIAP PPAK is expected to be able to increase the effectiveness, affordability, and speed of women and child protection services through the integration of information technology. The emergence of electronic government (e-government) and innovative digital governance represents a paradigm shift in public service delivery, emphasizing efficiency, accessibility, and transparency (Al - Muttaqin & Nugroho, 2025). The digital era makes information technology a key element in optimizing efficiency and effectiveness in various sectors, including the public sector (Aulawi et al., 2025).

Although it has great potential in expanding the reach and efficiency of services, the implementation of SIAP PPAK in the field cannot be separated from the challenges and obstacles that affect the implementation of digital services for the protection of women and children through SIAP PPAK (Pradita, n.d.). In a study on the implementation of SIAP PPAK also conducted by Rituant in Bendul Merisi Village, it showed that the implementation of SIAP PPAK has been effective, supported by the suitability of policy objectives, the availability of resources, communication between implementers, and a conducive social environment. However, there are still obstacles to community understanding and participation (Rituant & Manggalou, 2020). Syahtoni also conducted the same research on the implementation of SIAP PPAK in Putat Jaya Village. It was found that SIAP PPAK is quite helpful in accelerating the reporting process and coordinating case handling, especially through the teleconsultation feature. However, obstacles were found in the form of limited digital literacy in the community, technical obstacles in the system, and delays in responses outside working hours (Syahtoni M & Reviandani O, 2024). The two studies provide an overview of the implementation process, resource support, and technical and social obstacles faced. This raises questions about the extent to which the quality of SIAP PPAK services has met user expectations and the extent to which existing obstacles can be minimized. In contrast to the two previous studies, this study is here to fill this gap by using the E-GovQual theory (Papadomichelaki & Mentzas, 2012) theory (Papadomichelaki & Mentzas,



2012) which allows a more comprehensive assessment of service performance from the side of users, managers, as well as identifying supporting factors and constraining factors that affect the quality of digital-based women and child protection services.

In this article, we examine the quality of women and child protection services through SIAP PPAK using the E-GovQual theory (Papadomichelaki & Mentzas, 2012) theory (Papadomichelaki & Mentzas, 2012) which includes four dimensions: (1) efficiency – ease and speed of service, (2) trust – security and reliability of information, (3) reliability – consistency of performance and availability of services, (4) citizen support – community involvement and support. This approach provides a scientific novelty with a focus on innovation of website-based services in the context of social protection in the sector of women and children's safety, with an analysis that links supporting factors and constraining factors to the implementation of innovation in women and children's protection services through SIAP PPAK. The problem of this research is how the quality of SIAP PPAK services is based on the dimensions of E-GovQual, as well as supporting factors and constraining factors in its implementation. The purpose of this study is to analyze the quality of SIAP PPAK services and provide strategic recommendations for optimizing women and child protection services in the city of Surabaya.

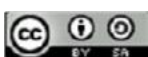
2. Methods

This study uses a qualitative method with a qualitative descriptive approach to deeply understand the quality of women and child protection services through SIAP PPAK in the city of Surabaya. This approach is relevant to exploring the supporting factors and constraining factors of service implementation based on the views of the actors directly involved. Data collection was carried out through semi-structured in-depth interviews and passive observations. The interviews involved six informants divided into three categories: (1) SIAP PPAK managers (DP3APPKB PPA Work Team Chair, SIAP PPAK Operators), (2) internal users (counselors), (3) external users (the community). Observations are focused on the service process, starting from receiving reports, verification, and handling cases.

In this study, data analysis refers to the qualitative analysis model of Miles, Huberman, and Saldana (2014) which includes: (1) data condensation to select, simplify, and group according to the theme; (2) data display to present data in a structured manner so that relationship patterns are easily identified; and (3) conclusion drawing/verification to draw conclusions that are verified on an ongoing basis. The data in this study is guaranteed to be valid through triangulation techniques, which include source triangulation (comparing various informants), method triangulation (interviews, observations, and documentation), and verification of results to participants. This approach ensures that the research findings have credibility, transferability, dependability, and confirmability in accordance with the principles of trustworthiness (Miles et al., 2014).

3. Results and Discussion

SIAP PPAK is an electronic-based system developed by the Surabaya City government through DP3APPKB to provide education, complaint, and handling services for violence against women and children in an integrated manner. As a provider of women and child protection



services, SIAP PPAK provides an online reporting form that the public can access to convey various forms of problems, such as violence, social issues, and PUSPAGA's counseling services. SIAP PPAK is also integrated with SSW Alfa, E – Health, and the Wargaku Application in its services (Dinas Pemberdayaan Perempuan, 2023), at the beginning of its launch, SIAP PPAK has several features/services available:

1. Teleconsultation
2. Case Complaints
3. City PUSPAGA Information
4. PUSPAGA Information RW Center
5. UPTD PPA Information
6. Bride-to-be's Class Information
7. KIE information (flyers, booklets, and posters)
8. Partner information
9. PUSPAGA TV
10. Case reporting by counsellor
11. Links and information
12. E-learning

With this system, it is hoped that the people of Surabaya can access women and child protection services from anywhere and increase awareness in the prevention and handling of violence against women and children through Communication, Information, and Education (KIE). SIAP PPAK is equipped with a "Complaints" feature consisting of 4 categories of complaint services, as shown in figure 2.

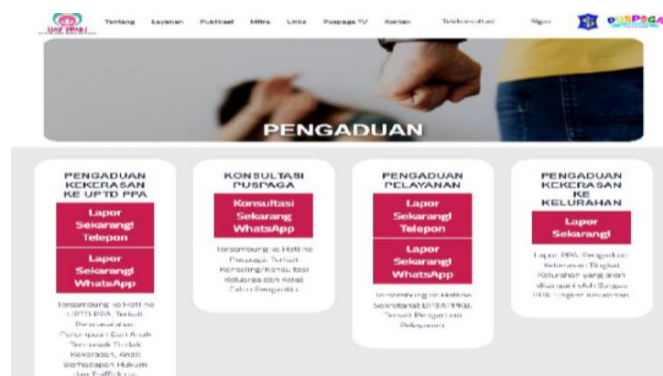
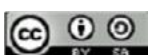


Figure 2. Features of the SIAP PPAK Complaint Service
(Source: ppa-dp3appkb.surabaya.go.id, 2025)

SIAP PPAK complaint services include complaints of violence to UPTD PPA, PUSPAGA's consultation, service complaints, and complaints of violence to the Village, each of which is available according to the needs of the community, such as:

- a) The problems of women and children include acts of violence, children facing the law, and trafficking connected to the UPTD PPA.
- b) Family counseling/consultation and classes of bride-to-be connected to PUSPAGA.
- c) Service complaints connected to the secretariat DP3APPKB.



- d) Complaints of violence at the village level will be handled by the PPA Task Force at the Village level

In terms of efficiency, this feature supports ease of access that allows people to make complaints independently, and can be done from anywhere. Excellent service is one of the services that meet the service standards to the demand and expectations of the community, which has high value and quality (Kurniawan & Hogandria, 2018). Service quality is one of the leading indicators in assessing the success of the implementation and evaluation of the system that is responsible for meeting the needs of the target quickly, accurately, and accountably.

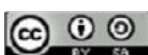
The results of this study were analyzed using four dimensions of E-GovQual, namely efficiency, trust, reliability, and citizen support. Each dimension was examined using data from interviews, observations, and documentation, and was associated with relevant theories and previous literature reviews. The discussion was carried out to conclude the findings obtained along with secondary data in the context of digital services for the protection of women and children in the city of Surabaya.

1) Efficiency

The efficiency dimension in E-GovQual theory (Papadomichelaki & Mentzas, 2012) theory (Papadomichelaki & Mentzas, 2012) measures the extent to which electronic-based public services can provide convenience, speed, and affordability for their users (Sudirman & Saidin, 2022). Effectiveness and efficiency are built based on maximizing the resources used in public services (Cahyadi & Soenarjanto, 2018). The results of the study show that SIAP PPAK is considered efficient by the majority of informants because it can be accessed anytime and anywhere through the official website. The main features, such as reporting, consultation, and education, make it easier for the public to make complaints without having to come directly to the Surabaya City DP3APPKB office. Mr. Hendra delivered an explanation of the features and accessibility of SIAP PPAK as the Operator of SIAP PPAK, which stated the following: *"SIAP PPAK is very accessible; there are guidebooks, video tutorials, and all features, such as e-learning, KIE, and teleconsultation, are easy to use. We distinguish these features into two types in SIAP PPAK: features that are for the wider community and features that are for internal use. Well, the internal feature is for case management, so the creation of reports, counseling reports, or outreach reports is internal. Then the second is that there are external features that are for the wider community. There is e-learning, there is teleconsultation, there are complaints, and there is KIE"* (interview on June 23, 2025)



Figure 3. Display of SIAP PPAK Teleconsultation Service
(Source: ppa-dp3appkb.surabaya.go.id, 2025)



SIAP PPAK is quite efficient in terms of accessibility and ease of use. With services for the community such as teleconsultation, complaints, KIE, and e-learning, it provides flexible options, including schedule selection to counselors, as shown in figure 3.

In addition to make it easier for the community, this system also accelerates the internal work process so that the administrative process becomes more concise with a digital data management system, so that it can be well documented and is equipped with guidebooks and video tutorials, as shown in the following figure 4.

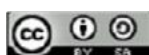


Figure 4. Userguide and Video Tutorial SIAP PPAK
(Source: ppa-dp3appkb.surabaya.go.id)

From the technical side, the SIAP PPAK operator explained that the SIAP PPAK system is directly integrated with the WhatsApp and email hotlines, so that reports can be received directly by the relevant officers. This speeds up the service process. In line with the concept of Efficiency in EGovQual, which emphasizes speed and ease of access to services as well as information quality, including site structure, navigation effectiveness, and the provision of information that supports digital service processes (Azmi et al., 2019). This finding is in line with (Syahroni M & Reviandani O, 2024) Research shows that SIAP PPAK provides easy access to services for the public through a website that can be accessed across devices, providing integrated features such as violence complaints, online consultations, and parenting education, thereby supporting the efficiency and effectiveness of women and child protection services. With the shift to a digital system, services can now be conducted online without queuing or visiting the office, and can be done anytime and anywhere (Astinayanti et al., 2024).

2) Trust

The trust dimension in E-GovQual theory (Papadomichelaki & Mentzas, 2012) theory (Papadomichelaki & Mentzas, 2012) Assesses the level of trust users have in data security, information reliability, and service integrity. Integrating information technology in public services can be a strategic step for the government in facing complex challenges and providing high-quality services to the community (Hatijah Umpain et al., 2024). Mr. Hendra delivered an explanation of the data security system and privacy protection guarantee as the Operator of SIAP PPAK, who stated the following: "The complaint data and case management are only carried out internally DP3APPKB... The data in SIAP PPAK



has been tested for security by DISKOMINFO." (interview on June 23, 2025)

In addition to being guaranteed by the Surabaya City DP3APPKB through penetration tests, the public, as external users, also conveyed their perception of their trust as SIAP PPAK users who believe that a system has been designed with privacy aspects in mind: "I think the security of the data must have been guaranteed to be safe, so everything must have been taken into account from the server and others related to privacy... Yes, if we use it, it means that we also have full trust." (interview on June 23, 2025)

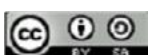
The credibility of SIAP PPAK as an official service owned by the Surabaya City Government has also strengthened the public's confidence to use the SIAP PPAK service. The results of a study conducted in Putat Jaya sub-district by Syahtoni (2024) show that the SIAP PPAK service can provide services with a guarantee of complaint security and ease of access. Thus, this system is considered successful in building user trust through concrete data protection guarantees.

The results of the study show that most users, both internal and external, have a high level of trust in SIAP PPAK. This is due to strict verification mechanisms, the use of official government domains, and internal policies that limit data access to only authorized officers. External users expressed a sense of security because the identity of the complainant was protected, while the counselor, DP3APPKB, emphasized that all case data is stored in SIAP PPAK, which can only be accessed by operators. In line with the findings (Rituanta & Manggalou, 2020) This emphasizes that trust exists because of the social closeness between the implementer and the community. This research shows that trust is built through data protection policies, standard work procedures, and transparency of service mechanisms. To increase confidence, more intense socialization is needed. This is in line with the statement of Papadomichelaki S Mentzas, which states that user trust in e-government services is built through the guarantee of access security, protection of personal data, and the use of data according to the original purpose of collection (Teo et al., 2008).

3) Reliability

This reliability dimension assesses the consistency of service, timeliness, and the ability of the system to function as intended. Reliability is the ability to provide services as promised accurately and reliably (Rahardian & Zakariya, 2017). The results of the study revealed that SIAP PPAK, in general, has been reliable during operational hours, with a responsive hotline feature. Mr. Hendra delivered the assessment of the reliability of the SIAP PPAK system as the SIAP PPAK Operator, who explained that this system has experienced an increase in the number of users every year, especially for external services: "If the level of use increases, the more it will be for external service features (for the public) ... SIAP PPAK has been connected to the hotlines of both UPTD and PUSPAGA. SIAP PPAK also provides experts in the field of programming for server maintenance to its database." (interview on June 23, 2025)

Secondary data shows that the majority of reports can be verified within <12 hours

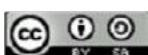


of operational hours and have been regulated in the Decree of the Head of the Women's Empowerment and Child Protection Office as well as Population Control and Family Planning Number: 000.8.3.2/9998/436.7.8/2023 concerning Service Standards of the Women's Empowerment and Child Protection Office as well as Population Control and Family Planning of Surabaya City. Internal users stated that the coordination between the PPA work team and the Counselor went well, thanks to SIAP PPAK, which displayed the status of the report in real-time form. This minimizes the risk of missed reports and makes it easier to monitor follow-ups. However, reliability decreases in conditions outside of operating hours, where complaints often wait until weekdays and operating hours, which causes complaints from the public as external users who need a quick response. One of the external users expressed his problem with the reaction outside of working hours: "The response still needs to be improved, maybe for handling outside working hours you can immediately get a reply the next day." (interview on June 26, 2025)

(Papadomichelaki & Mentzas, 2012) Stated that the reliability of e-government services is measured by the system's ability to provide services consistently, quickly, and accessibly whenever needed, including the success of the service on the first request and compatibility with various devices. The findings of this study are also consistent with Rahma et al.'s (2022) research on the SAPA 129 hotline service, which shows that the speed of response and ease of access to services are the main factors in building trust and positive perception of users. However, in certain conditions, there are still delays in response due to limited human resources. In addition, Manihuruk & Suriadi's (2024) research on online-based public services emphasizes that the success of services is highly dependent on the availability of responsive human resources and a consistent system, which is also one of the strengths of SIAP PPAK in Surabaya. When compared to the study (Rituanta & Manggalou, 2020), which assessed that reliability is more supported by the physical presence of officers in the field, this highlights that reliability in digital systems is highly dependent on technological infrastructure and SOPs that govern rapid response. Therefore, efforts are needed to improve through the addition of on-call pickets for internal PPA staff to handle response constraints outside operational hours.

4) Citizen Support

This dimension assesses the involvement and support of the community for the sustainability of the SIAP PPAK service. In this study, it was found that public support for SIAP PPAK began to be formed through socialization activities, digital literacy training, and promotions carried out by the Surabaya City DP3APPKB. Mr. Hendra, as the operator of SIAP PPAK, explained that efforts to encourage community participation are carried out through socialization activities, which are packaged in various annual agendas, as follows statement: "We conduct socialization at each event such as the introduction of online teleconsultation features to new features also to intern students, to sub-districts and sub-districts as well as in one event. Every year, the community is also involved in several." (interview on June 23, 2025)



Several external users claimed to know SIAP PPAK through information in the surrounding environment of the Surabaya Hebat (KSH) Cadre. One of the users admitted to getting information about the service through his friend, who is a cadre, in the following statement: "I didn't participate in socialization, I got a recommendation from my friend who is a KSH cadre." (interview on June 26, 2025)

However, the reach of socialization is still uneven, especially for the elderly group. Active participation still tends to come from productive age groups and people who are familiar with using technology. This is consistent with the findings (Syahroni M & Reviandani O, 2024) which note that the success of SIAP PPAK also depends heavily on the role of cadres, local communities in encouraging participation. In contrast to research (Rituanta & Manggalou, 2020) that relies on local social capital by emphasizing the importance of digital citizen engagement as the key to the success of website-based public service innovation.

Nevertheless, the increase in the number of users of the SIAP PPAK service from year to year is based on the data obtained on the number of users of the following e-learning features:

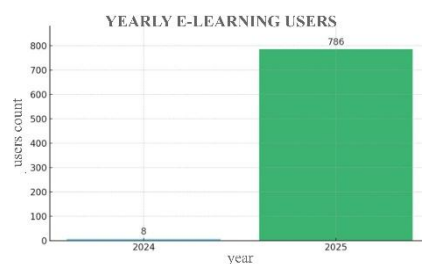


Figure 5. Users of the e-learning feature SIAP PPAK
(Source: Processed by researchers, 2025)

Figure 5 shows that at the beginning of the launch of the SIAP e-learning feature, PPAK recorded 8 users in its first year, but its users increased sharply to 786 users in 2025. This shows the growth of public participation in utilizing digital education services provided by SIAP PPAK. This increase indicates that there is a positive response from the community to this service innovation. The same thing can also be seen in teleconsultation services in the following SIAP PPAK teleconsultation service user data from 2023 – 2024:

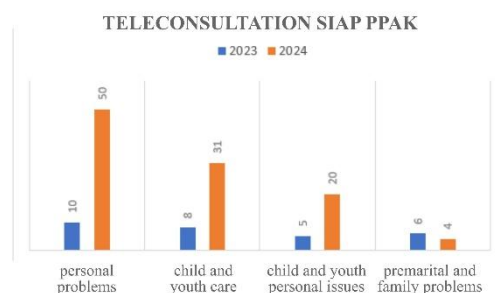
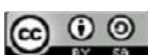


Figure 6. Users of the SIAP PPAK Teleconsultation Service
(Source: Processed by researchers, 2025)



As shown in figure 6 increase in the number of users of teleconsultation services with a total of 18 users in the first year, and increasing to 59 users in 2024 with the dominance of the personal problem and childcare and child and adolescent care categories, this shows that public participation in utilizing digital services provided by the government continues to increase (Rahmi et al., 2020). From the involvement of the community (service users), it indicates that there is a growth in public support for the use of the SIAP PPAK feature gradually, although not all people know this service through socialization channels, information support that the community has not thoroughly reached has resulted in SIAP PPAK not being optimally accessed by the community so that publication, education, and thorough socialization are still needed to increase public participation.

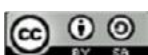
4. Conclusion

This study shows that the quality of women and child protection services through SIAP PPAK in the city of Surabaya, when reviewed using the E-GovQual theory (Papadomichelaki & Mentzas, 2012) theory (Papadomichelaki & Mentzas, 2012) dimension, the program has been implemented effectively and in accordance with the intended objectives. The SIAP PPAK service is considered efficient because it has been able to provide easily accessible website-based reporting, education, and consulting features. The level of user trust is relatively high thanks to data protection and access control from the Surabaya City DP3APPKB. Reliability is reflected in feature consistency and quick response during business hours, while community support begins to grow through local-level socialization. However, this study also found obstacles such as limited socialization, technical system constraints, and suboptimal response outside operating hours. These findings underscore the need to strengthen infrastructure, communication strategies, and cross-sector coordination so that SIAP PPAK can provide more optimal services for the protection of women and children.

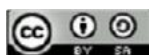
Based on these findings, several recommendations can be made: (1) for DP3APPKB Kota Surabaya, strengthening socialization evenly through various channels, including social media, educational institutions, and local communities to increase the reach and digital literacy of the community, (2) for SIAP PPAK operators and IT, improve the system's responsiveness outside working hours through an internal on-call mechanism and establish a clear SOP for urgent complaint handling, (3) for local community leaders and women's organizations, encourage community participation through collaboration in promoting SIAP PPAK features and assisting in socialization efforts at the grassroots level.

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