



The Innovation of Roti 7 Lapis (7-Minute Response Time for Free Firefighting Services) in Surabaya City from a Public Value Perspective

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ABSTRACT

The Surabaya City Fire and Rescue Service (DPKP) has a huge responsibility given the city's population density and the increasing potential for emergencies year after year. Due to the high frequency of fires and emergency evacuations carried out by the Surabaya City DPKP, the 7-Minute Response Time Free Firefighting Service (Roti 7 Lapis) innovation was established in 2022 to improve the speed of rescue response times in an effort to minimize casualties and material losses due to fires. This innovation has been used as a model by other cities. This study aims to identify, describe, and illustrate the public value of the Surabaya City DPKP's Roti 7 Lapis innovation. The method used in this study is qualitative descriptive with a descriptive approach, with data sources derived from interviews, observations, and documentation studies. The focus of this research is to analyze the public value of the Roti 7 Lapis innovation using Mark Moore's (1995) strategy triangle theory, which consists of three strategic aspects, legitimacy and support, operational capability, and substantively valuable.

INTRODUCTION

The city of Surabaya is the second largest city in Indonesia, with a population of 2,970,952 people. In addition, traffic patterns and vehicle volume are increasing. The density of vehicle circulation and traffic in Surabaya can hinder the speed of firefighting units reaching the location in the event of a fire and become an obstacle for officers. This delay can have an impact on the growth of the fire, which can become larger and result in losses such as casualties, the spread of the fire area, and greater material losses in terms of property and possessions. The Surabaya City Fire and Rescue Service has a huge responsibility given the high population density and potential for emergencies. The Surabaya Fire Department has established several technical service units spread across strategic locations, enabling it to respond quickly and effectively to every emergency report. The Surabaya City Fire and Rescue Service has two main types of services, namely firefighting and evacuation services, but these two types are further divided into several services. For firefighting services, there are building firefighting services, vehicle firefighting services, and land firefighting services. Then for evacuation services, there are people evacuation services, vehicle evacuation services, and animal evacuation services.

In 2022, the Surabaya City Fire and Rescue Service created an innovative firefighting service called the 7-Minute Response Time Free Firefighting Service (Roti 7 Lapis). Before the Roti 7 Lapis service, the minimum service standard of the Surabaya City Fire and Rescue Service was 15 minutes, in accordance with Permendagri Number 114 of 2018 concerning Technical Standards for Basic Services at the minimum service standard. This 15 minutes response time is calculated from the moment the fire or other emergency event is reported until the officers are ready to provide rescue and evacuation services. This 15 minute response time is calculated from the moment the fire or other emergency event is reported until the personnel are ready to provide rescue and evacuation services. The Roti 7 Lapis innovation generally aims to improve the speed of response time or fire response time, specifically to accelerate the arrival of firefighters at the fire scene and immediately rescue fire victims. The Roti 7 Lapis service can be accessed via the Command Center's emergency telephone number 112, which is directly connected to the operator in the Command Center Room.

To date, there are still many cities/districts in East Java that operate with a 15 minutes response time and do not have a 7 minutes response time innovation like in Surabaya, for example Sidoarjo, Mojokerto, Jombang, Trenggalek, Blitar, and many more. This situation arises due to the lack of innovation updates and limitations in facilities, personnel, equipment, infrastructure, and geographical conditions. As a result, fire response times outside Surabaya City cannot yet meet the 7 minutes standard and continue to adhere to the minimum service standard of 15 minutes.

Data related to the number of fire cases in the city of Surabaya from 2022 to 2024 obtained from the Surabaya City Fire and Rescue Service report shows significant results. In 2022, there were 614 fire cases, which then increased in 2023 to 793 cases. In 2024, there was a decrease in the number of fire cases, namely 368 cases. There was also an increase in animal evacuation services carried out by the

Surabaya City Fire and Rescue Service from 2022 to 2024. In 2022, the Surabaya City DPKP handled 776 animal evacuation services, then in 2023 there was an increase to 931 evacuations, and in 2024 they handled 960 evacuation services.

The services provided by the Surabaya City Fire and Rescue Service were assessed by the people of Surabaya through a public satisfaction survey. The public satisfaction index obtained by the Surabaya City Fire and Rescue Service in 2024 was 83.04, which is considered good. Despite the introduction of the Roti 7 Lapis innovation, many residents still feel dissatisfied with the performance/services of the fire department, as evidenced by the fact that the Surabaya City Fire and Rescue Department's Public Satisfaction Index remains in the good category, not the very good category. Additionally, many residents are still unaware of the Roti 7 Lapis innovation.

Based on the background described above, the researcher is interested in examining the innovation of Surabaya City DPKP's Roti 7 Lapis from the perspective of public value. because public value theory explains that in providing services or programs that are in line with the needs of the community and beneficial to the community, these services or programs must be able to fulfill Mark Moore's strategic triangle, which consists of legitimacy and support, operational capabilities, and substantial value.

The researcher chose the theory of public value because it can answer the problems described in the previous background, where the Roti 7 Lapis innovation has been running for three years and has the potential to become an example for other cities in East Java in accelerating fire and non-fire services. Roti 7 Lapis is one of the fastest-responding firefighting services, but in reality, there are still some people who are dissatisfied with the service, and many people are still unaware of the program, so the service has not been fully utilized by the community.

LITERATURE REVIEW

Public Service

In Law Number 25 of 2009, Chapter I Article 1 Paragraph 1, public services are defined as activities or a series of activities aimed at fulfilling service needs in accordance with laws and regulations for all citizens and residents, including the provision of goods, services, and/or administrative services by public service providers.

Decree of the Minister of State Apparatus Empowerment No. 81 of 1993, which was later revised by Decree No. 63 of 2003, explains that public services include all types of services carried out by government agencies, both at the central and regional levels, as well as by State-Owned Enterprises (BUMN) and Regional-Owned Enterprises (BUMD). These services can take the form of the provision of goods, funds, or services, which are carried out in order to meet the needs of the community and to implement the provisions stipulated in the applicable laws and regulations.

Public Service Innovation

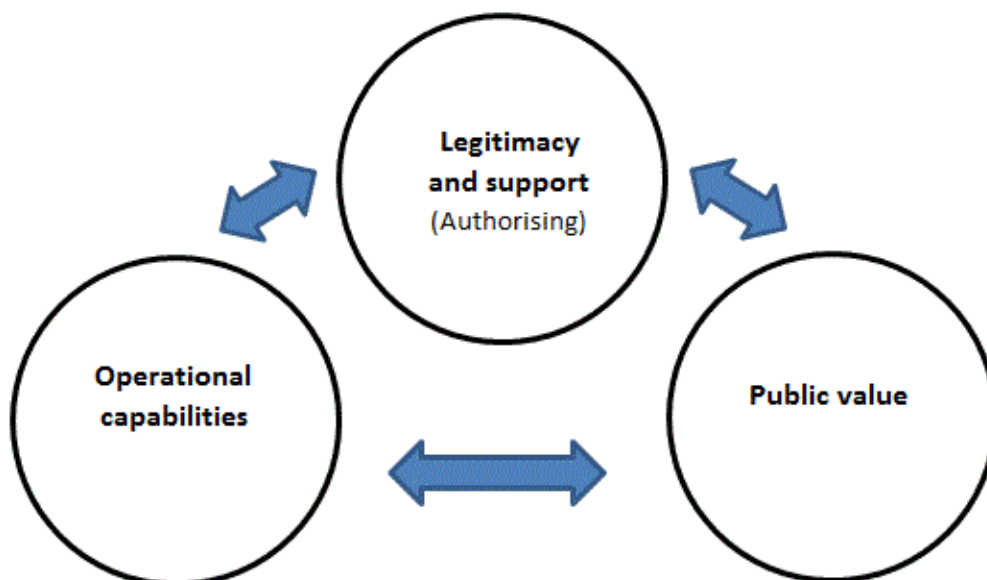
According to Regulation of the Minister of State Apparatus Empowerment and Bureaucratic Reform No. 30 of 2014, public service innovation is a

breakthrough in the implementation of public services, which can take the form of original creative ideas or the results of adaptations or modifications that benefit the community, either directly or indirectly. Such innovation does not have to be a completely new discovery, but can also take the form of a new approach, expansion, or improvement in the quality of existing public service innovations.

Public Value

According to Mark H. Moore, public value can be defined as a series of strategic thoughts carried out by policymakers and public managers in dealing with complex issues and demands for efficiency. This concept also serves as a commonly used approach to assess the effectiveness and efficiency of public services. According to Moore, public value highlights three main issues, namely the role of government in society, the role of public managers, and the techniques required by public managers. The government has an important role as a regulator, service provider, guarantor of social safety nets, creator of public value, and actor that proactively shapes society in various aspects such as politics, social, economic, and culture. In addition, the government also functions as a manager of public assets responsible for ensuring that the resources entrusted to public sector organizations are utilized appropriately. The government is also required to consider responses to various issues and needs of the community as service recipients.

Mark Moore emphasizes that the core of the concept of public value is illustrated through a strategic triangle, which consists of three elements that must be fulfilled by public sector organizations, namely Legitimacy and Support, Operational Capabilities, and Substantive Value.



From: *Creating Public Value*, Mark Moore, 1995

Figure 1. Strategic Triangle Mark Moore

METHODOLOGY

This study uses a qualitative research method with a descriptive approach. This approach aims to accurately describe and depict the phenomena that are occurring and ongoing, by conveying information through a series of words in sentences. This study is intended to gain a comprehensive understanding of the public value of the Roti 7 Lapis Innovation of the Fire and Rescue Service (DPKP) in the city of Surabaya.

RESEARCH RESULT AND DISCUSSION

The Roti 7 Lapis Innovation by DPKP Surabaya City is a service innovation that operates 24 hours non-stop and has a response time of 7 minutes after receiving a call from the 112 Command Center, which exceeds the national standard of 15 minutes. This innovation aims to speed up the arrival of firefighters in order to minimize casualties and losses due to emergencies in Surabaya City.

The public value of the Roti 7 Lapis service innovation by the Surabaya City Fire Department means looking at the public value of the services available at Roti 7 Lapis, by looking at several aspects that are the main symbols of public value, namely legitimacy and support, operational capabilities, and substantive value. Public services are considered to have public value if they fulfill the strategic triangle of public value.

Legitimacy and Support

Legitimacy and support: a service can be said to have legitimacy when it is based on a valid law, and it can be said to have support when it receives positive recognition from the community for its existence. Based on the data presented in the research results, it is explained that the Roti 7 Lapis service has legitimacy in the form of:

1. Law Number 23 of 2014 concerning Regional Government
2. Government Regulation Number 12 of 2019 concerning the Implementation of Fire Protection and Control
3. Presidential Regulation Number 87 of 2019 concerning the 2020-2024 National Medium-Term Development Plan
4. Surabaya Mayor Regulation Number 10 of 2021 concerning Fire Control in the City of Surabaya
5. Surabaya Mayor Regulation No. 139 of 2022 concerning the List of Innovations.

In addition to legitimacy, the Roti 7 Lapis innovation is also supported by several stakeholders in running this service, including the 112 command center as a control and coordination center for all emergency services, including firefighting and evacuation, BPBD as the coordinator of policy and disaster response, while the Fire Department acts as the technical implementer in the field, BKSDA handling evacuated animals so they can be returned to their habitat or handled according to conservation procedures, Social Service as a provider of post-disaster relief and recovery assistance, and KSH Collaborating with DPKP to educate the community so that they become disaster-responsive.

Then, based on the results of field research, it can be said that the community provides positive support for the service because they feel that it is very helpful in dealing with the emergencies they experience. This community support would not exist if the community were unaware of the service and there are still many people who are unaware of the existence of this Roti 7 Lapis innovation. Therefore, more comprehensive socialization is needed to introduce this Roti 7 Lapis innovation.

Thus, the Roti 7 Lapis service provided by DPKP Surabaya City can be said to fulfill the aspects of legitimacy and community support. This service has been strengthened by the existence of laws that form the legal basis for service innovation and has received positive support from the community because this service is very beneficial to the community. Additionally, based on the socialization efforts conducted among the community, many people are now becoming aware of the existence of this service, as numerous individuals have already received services from the Roti 7 Lapis program and learned about it through the Surabaya City DPKP's social media platforms. However, this socialization still needs to be improved to introduce the Roti 7 Lapis service in Surabaya City more comprehensively to all levels of society. This still needs to be improved because there are still many people who are not aware of the Roti 7 Lapis service innovation, and there is also a need for public education so that people do not report false emergencies to the fire department.

Operational Capabilities

Operational capability can be defined as operationally and administratively feasible, meaning that it can be carried out with the availability of the internal and external organizational capabilities needed to manage services. In this case, operational capability must provide the resource capabilities needed to manage the organization well in order to achieve the desired outcome, namely "public value." The role of public managers is not only as passive employees who merely assist the bureaucracy within the organization, but also as active actors in carefully managing combined assets in order to provide quality public services to citizens. What is meant by operational capability is the ability of public servants to organize, provide, and manage the human, technological/infrastructural, and financial resources owned by the organization in order to produce efficient, valuable, and beneficial programs.

In terms of operational capabilities, the Roti 7 Lapis Innovation is supported by human resources in providing this service, the technological resources used, and the financial resources in providing the Roti 7 Lapis service. In terms of human resources, the firefighting and rescue teams can be considered highly adequate and competent, as the Surabaya City Fire Department (DPKP) has been implementing the Roti 7 Lapis service in accordance with the implementation guidelines or SOP. Then, for the technological resources used, based on interviews with the Surabaya City Fire and Rescue Service, the technological resources used in the Roti 7 Lapis Innovation are in the form of a fire emergency and evacuation call center 112 and Whatsapp 081286868112, Intelligent Transport System SITS for traffic lights, and there are also 78

firefighting vehicles, ranging from two-wheeled to 16-wheeled vehicles. For two-wheeled vehicles, there are walang kadung and walang kekek, then there are SCBA (Self Contain Breathing Apparatus) combat vehicles, bronto skylifts, ladder trucks, and phyton trucks that can be equipped with hoses up to 6 kilometers long. For rescue equipment, there are underwater drones, life detectors, high-angle rescue gear, wall shoring equipment, first cameras, dive communicators, closed-circuit breathing apparatus (CCBA), a giant mattress for vertical evacuation, personal protective equipment (PPE), and B3 (hazardous and toxic material handling equipment). The financial resources used for the procurement of facilities and infrastructure for the Roti 7 Lapis project are sourced from the Surabaya City Regional Budget (APBD).

Based on the above explanation, it can be said that the Roti 7 Lapis Innovation organized by DPKP Surabaya City has fulfilled the operational capability aspect. This service is supported by human resources, namely the ability of Surabaya City DPKP officers to respond to all emergency reports from the community in accordance with SOPs, with a very fast response time of 7 minutes. The Roti 7 Lapis service is also free of charge. Additionally, the technological resources utilized by the Surabaya City DPKP include SITS, combat vehicles, and rescue equipment. The financial resources allocated for the Roti 7 Lapis initiative are sourced from the Surabaya City APBD budget.

Substantively Valuable

Substantial value is something that is substantially valuable, it has public value. The role of public administration in society is not only as a provider of services and social security, but also as a creator of public value for society, such as political value, economic value, social and cultural value, educational value, and ecological value.

The Roti 7 Lapis service organized by the Surabaya City Fire and Rescue Service not only provides useful services to the community in terms of firefighting and evacuation, but also provides information and education to the community regarding emergency situations.

The Roti 7 Lapis Service also offers economic benefits, namely easier access and faster service, which has been reduced from 15 minutes to 7 minutes, and this service is free of charge. In economic terms, the community greatly benefits from the Roti 7 Lapis Service because all levels of society can access the service without having to pay for the services provided by the Surabaya City DPKP. Then, in terms of social and cultural value, with the Roti 7 Lapis service, the community can change their habits and character from being indifferent to being caring and helpful towards other living beings, not only fellow humans but also animals in need of help.

Then, in terms of political value, the community provides support by being more active and critical in using this innovative Roti 7 Lapis service, especially in reporting emergencies such as fires. With the community's very positive enthusiasm for this service, this has become a motivation for the Surabaya City Fire Department to serve the community even better. As more people become aware of and involved in the Roti 7 Lapis innovation, the service will operate more effectively and achieve its goals: providing firefighting services

with a 7-minute response time, free of charge, increasing public awareness of fire hazards, and accelerating the provision of disaster response services. Then, in terms of educational value, this service is able to provide new insights into the dangers of fire, prevention methods, and actions that need to be taken when a fire occurs. In other words, the community becomes more aware of the dangers of fire if it is not reported immediately. With the dissemination of information and education about the Roti 7 Lapis service, the community becomes more alert in dealing with emergency situations.

The ecological value of this service is that it can create a good community environment, an environment that is full of awareness of disaster preparedness and a healthy environment where people care for their surroundings. This makes the community more advanced and developed, making Surabaya a safe and comfortable city. Therefore, the people of Surabaya are required to support the development of innovations from the Surabaya City Fire Department with the aim of advancing and supporting these innovations so that they can develop further.

CONCLUSIONS AND RECOMMENDATIONS

Based on the research results presented, the following conclusions can be drawn:

1. Legitimacy and Support

- a. This service is based on five legal foundations, namely Law Number 23 of 2014 concerning Regional Government, Government Regulation Number 12 of 2019 concerning the Implementation of Fire Protection and Control, Presidential Regulation Number 87 of 2019 concerning the 2020-2024 National Medium-Term Development Plan, Surabaya Mayor Regulation No. 10 of 2021 concerning Fire Prevention in the City of Surabaya, and Surabaya Mayor Regulation No. 139 of 2022 concerning the List of Innovations.
- b. There is support and assistance from stakeholders in the implementation of the Surabaya City DPKP Roti 7 Lapis service, namely from the 112 command center, Surabaya BPBD, Surabaya BKSDA, Social Service, KSH (Kader Surabaya Hebat) and the community.
- c. Then, to gain support from the community, this service has been socialized by the service provider and has been used by the community. The Surabaya City DPKP has conducted direct outreach to the community through the Pancasila Village program held monthly at all RW community halls across Surabaya City, as well as through social media platforms like Instagram and TikTok. However, many community members are still unaware of this Roti 7 Lapis service innovation; they only become aware of it after receiving the service.

2. Operational capabilities

- a. Human resources are competent because firefighters are required to perform according to predetermined operational standards and are also required to undergo training in accordance with their team's field

so that firefighters who go to the scene are trained and ready to serve the community in emergency situations.

- b. The financial resources for this service come from the Surabaya City Budget and are said to be sufficient to support the Roti 7 Lapis service.
 - c. The technological resources available for this service are also among the most advanced in East Java and are well managed by the Surabaya City Fire Department. The available technology is capable of supporting firefighters in providing faster service and facilitating the work of personnel at the scene.
3. Substantively valuable
- a. Economic value, namely that the community receives significant economic assistance because the Roti 7 Lapis service is completely free of charge. The Roti 7 Lapis service also benefits the community because its rapid response time reduces material losses for those affected.
 - b. Political value, namely that this service encourages community involvement to actively report emergencies in their vicinity. The more people who report, the more actively the community is involved in protecting the city of Surabaya.
 - c. Social and cultural value: this service fosters a sense of caring and mutual assistance towards humans and other living creatures. The community helps others who need fire department assistance by reporting emergencies in their vicinity and helping the fire department by clearing the way when they are on their way to the scene.
 - d. Educational value: This service provides new insights into fire hazards, prevention methods, and actions to take during a fire or other emergency.
 - e. Ecological value: this service has an impact on the environment in that it improves the safety of the city of Surabaya because the community becomes more aware of their surroundings and more alert to emergency situations. Thus, the safety and comfort of the city of Surabaya is better maintained, because it is not only the Surabaya City Fire Department that creates safety, but the community also participates in creating a safe environment.

However, based on findings in the field, there are still several issues that need to be addressed. There are still many false reports of fires, and the community is not supportive of officers by not clearing the way when fire trucks are stuck in traffic. In addition, many people gather around when DPKP officers are extinguishing fires or conducting evacuations, which greatly hinders the effectiveness of the Surabaya City DPKP's services.

In this study, the researchers attempt to provide the following recommendations:

1. The organizers of the Roti 7 Lapis innovation service are expected to increase their outreach efforts by expanding the scope of their outreach to all levels of society regarding Roti 7 Lapis. This is to prevent public ignorance in reporting emergencies and to prevent people from making false reports of emergencies.

2. The organizers of the Roti 7 Lapis innovation service are expected to educate all levels of society about the dangers of fire, prevention methods, and the actions that need to be taken in the event of a fire or other emergency.
3. The organizers of the Roti 7 Lapis service also need to equip the facilities and infrastructure at the auxiliary posts so that the services provided can be more effective for the officers at the auxiliary posts.
4. Roti 7 Lapis service personnel are also advised to double-check emergency incident reports to avoid false reports that could hinder the effectiveness of the Roti 7 Lapis service.

ADVANCED RESEARCH

The Roti 7 Lapis innovation in Surabaya is a city initiative that guarantees free firefighting services with a maximum response time of seven minutes, aiming to improve public safety, ensure equal access to emergency help, and strengthen community trust in government performance. By streamlining coordination, improving technology and station distribution, and involving community groups, the program enhances efficiency and responsiveness while creating clear service standards that build public confidence. Further research can explore its real impact on fire losses, how communities perceive the service, the financial sustainability of maintaining fast free response times, and whether this model can be effectively applied in other cities.

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