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The Effect of Service Quality on Citizen Satisfaction in Indonesian Population Administration: A Systematic Literature Review of Quantitative Studies, 2015–2025

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Abstract

Population administration services, particularly the issuance of the electronic identity card (e-KTP), are among the most frequent points of contact between citizens and local government in Indonesia. Dozens of local surveys have tested the effect of service quality on citizen satisfaction in these services, but their findings have never been synthesised. Following PRISMA 2020, we searched general search engines, Garuda, Neliti and journal portals in October 2026, retrieving about 475 records; 77 texts were assessed for eligibility, and 31 quantitative journal articles published in 2015–2025 (about 3,208 respondents) were included. Findings were synthesised narratively, with vote counting by dimension and a reporting-quality appraisal. Twenty-six of the 31 studies reported a significant positive effect. In the 18 models containing service quality alone, the coefficient of determination ranged from 0.182 to 0.867 (median 0.638). No dimension was consistently dominant: empathy was significant in 8 of the 9 studies that tested dimensions separately, whereas tangibles was most often non-significant. Only 6 studies used probability sampling or a census, 16 contained internal reporting inconsistencies, and none met all five quality criteria. Future research should combine SERVQUAL with the procedural elements of Indonesia's Community Satisfaction Survey, measure citizens' expectations, and use replicable sampling and reporting.

Keywords: *Service Quality, Citizen Satisfaction, Population Administration, SERVQUAL, Systematic Literature Review*

IJIS
Immortalis Journal of Interdisciplinary Studies
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Vol. 1 Issue 2, November 2025, pp. 73-87

1. Introduction

Population administration (*administrasi kependudukan*, Adminduk) concerns citizens' right to a legal identity. Law Number 24 of 2013 (*Undang-Undang Nomor 24 Tahun 2013*) requires Indonesian citizens and foreign nationals holding a permanent residence permit who are 17 years of age, or who are or have been married, to hold an electronic identity card (*Kartu Tanda Penduduk Elektronik*, e-KTP) (Article 63, paragraph 1). The card is a prerequisite for banking, education, health care and government services, so the quality of these services affects access to other basic rights.

These services are monopolistic: citizens cannot turn to another provider, so market mechanisms provide no correction (Wisniewski, 2001) and satisfaction surveys become a key feedback channel. Indonesia institutionalised them through Law Number 25 of 2009 on Public Services (*Undang-Undang Nomor 25 Tahun 2009*) and Regulation of the Minister of Administrative and Bureaucratic Reform Number 14 of 2017 (hereafter PermenPANRB 14/2017) on the Community Satisfaction Survey (*Survei Kepuasan Masyarakat*, SKM). Meanwhile, services are moving to digital channels, including the Digital Population Identity regulated by Minister of Home Affairs Regulation Number 72 of 2022 (*Peraturan Menteri Dalam Negeri Nomor 72 Tahun 2022*).

Quantitative studies of the effect of service quality on satisfaction in these services have multiplied in Indonesian journals. Almost all are single-site surveys at a subdistrict (*kecamatan*) office or a Department of Population and Civil Registration (*Dinas Kependudukan dan Pencatatan Sipil*, Disdukcapil), most use SERVQUAL (Parasuraman et al., 1985, 1988), and all test the same hypothesis. One found that service quality explained 62% of the variation in e-KTP applicants' satisfaction (S07); others report very different figures and dominant dimensions. This variation has never been explained: it may reflect service context or design and reporting quality, and only a systematic synthesis can distinguish the two.

International research has moved further: it models satisfaction as the disconfirmation of expectations (Oliver, 1980; Van Ryzin, 2006; James, 2009; Morgeson, 2013), and studies in Greece (Psomas et al., 2024), Vietnam (Nguyen et al., 2016; Le et al., 2025) and Albania (Kurti & Kina, 2024) have added procedural dimensions such as clarity of procedures, information and cost. Whether Indonesian studies have followed these developments is unknown.

This review therefore asks: (1) What are the characteristics of quantitative studies on the effect of service quality on citizen satisfaction in Indonesian population administration services? (2) What direction and size of effect do they report? (3) Which service quality dimensions consistently have an effect? (4) What is the methodological quality of the evidence, and what research agenda follows? To the best of our search, it is the first systematic synthesis of this evidence, and it proposes an agenda that links SERVQUAL with the regulated SKM elements.

IJIS
Immortalis Journal of Interdisciplinary Studies
ISSN: 3123-3600 https://immortalispub.com/ijis
Vol. 1 Issue 2, November 2025, pp. 73-87

2. Literature Review

2.1 Service quality and citizen satisfaction

Parasuraman et al. (1985) defined service quality as the gap between expectations and perceived performance, measured by SERVQUAL in five dimensions: tangibles, reliability, responsiveness, assurance and empathy (Parasuraman et al., 1988). Cronin and Taylor (1992) showed that a performance-only measure (SERVPERF) outperforms gap scores and questioned the separation of quality from satisfaction. Brady and Cronin (2001) distinguished interaction, physical environment and outcome quality. Ladhari (2009) found that the five-dimension structure often fails to replicate across contexts, and Wisniewski (2001) showed that SERVQUAL must be adapted for the public sector.

In the expectancy disconfirmation model, satisfaction results from comparing perceived performance with expectations (Oliver, 1980). Van Ryzin (2006) confirmed this for local government, and James (2009) and Morgeson (2013) showed that expectations are shaped by information and prior experience, so surveys measuring only performance cannot tell poor performance from high expectations. Van de Walle and Bouckaert (2003) further cautioned that general attitudes towards government can colour evaluations of specific services, which matters for single-source surveys.

2.2 Population administration and the Community Satisfaction Survey

Services are delivered by Disdukcapil offices, with e-KTP applications often handled at subdistrict or urban village (*kelurahan*) offices, under procedures set by Presidential Regulation Number 96 of 2018. Table 1 maps the nine SKM elements of PermenPANRB 14/2017 onto SERVQUAL; the mapping is the authors' analytical tool, not part of the regulation.

Table 1. Mapping of SKM elements onto SERVQUAL dimensions

SKM element (PermenPANRB 14/2017)	Closest SERVQUAL equivalent	Remarks
Requirements	No direct equivalent	Procedural aspect
Systems, mechanisms and procedures	No direct equivalent	Procedural aspect
Completion time	Responsiveness (partly)	Speed; measured in the SKM as certainty of time
Cost/tariff	No direct equivalent	Procedural aspect
Product specification by type of service	Reliability	Conformity of the output with what was promised
Staff competence	Assurance	Ability of staff
Staff conduct	Empathy and assurance	Courtesy and friendliness
Handling of complaints, suggestions and feedback	Responsiveness	Response to complaints
Facilities and infrastructure	Tangibles	Facilities and equipment

Source: compiled by the authors based on Parasuraman et al. (1988) and PermenPANRB 14/2017.

IJIS
Immortalis Journal of Interdisciplinary Studies
ISSN: 3123-3600 https://immortalispub.com/ijis
Vol. 1 Issue 2, November 2025, pp. 73-87

The review uses the procedural gap in Table 1 as one lens and compares substantive (service, unit or channel) and methodological (measurement, sampling, reporting) explanations of variation across studies.

3. Research Method

3.1 Design

This systematic literature review is reported in accordance with PRISMA 2020 (Page et al., 2021) and follows the procedures of Kitchenham and Charters (2007). It originated in the design of an e-KTP survey in Paseh Subdistrict, Bandung Regency, where preliminary observations recorded overdue completion, unclear procedures, system outages and two- to three-day complaint responses; it contains no primary data from that site. The protocol was not prospectively registered. The included studies are coded S01–S31 and listed with full references in Supplementary File S1.

3.2 Eligibility criteria

We included journal articles published in 2015–2025, in Indonesian or English, with an accessible full text or results-bearing abstract, that statistically tested the effect of, or relationship between, service quality and satisfaction among service users of Indonesian population administration services (e-KTP, family card, civil registration, change of residence or general Disdukcapil services, including online channels). We excluded general government or immigration services, employee respondents, qualitative or descriptive designs without a test of effect (e.g., index or gap analysis only), and undergraduate or master's theses, repository items and conference proceedings. The range runs from the national e-KTP rollout to the last complete year before the search; 2026 studies were not synthesised.

3.3 Information sources and search

On 13 October 2026, 51 Indonesian and English queries were run in general search engines, Garuda (garuda.kemdikbud.go.id), Neliti and the OJS portals of journals appearing in the results. Scopus and Web of Science were not used because most relevant studies appear in non-indexed national journals. Queries combined service terms (e.g., "e-KTP", "administrasi kependudukan", "kartu keluarga") with variable terms ("kualitas pelayanan", "kepuasan masyarakat", "SERVQUAL", "service quality") and analysis terms ("regresi", "koefisien determinasi"). Three earlier studies cited in the preliminary survey design were searched for specifically; only one was found, and the main search had already captured it.

3.4 Selection, extraction and appraisal

All results displayed per query (about nine to ten) were screened on title and snippet; candidates were then assessed on the full text or, where only these were available, the

IJIS
Immortalis Journal of Interdisciplinary Studies
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Vol. 1 Issue 2, November 2025, pp. 73-87

abstract and article page, with a reason recorded for every exclusion. Screening was done in a single pass by the author team without independent double screening. We extracted service and unit, sample and sampling, measurement model, analysis, direction and significance of effect, coefficient of determination, and results by dimension. Values, including internal conflicts, were recorded as written, and key values were rechecked.

Reporting quality was assessed against five author-developed criteria informed by the Mixed Methods Appraisal Tool for quantitative descriptive studies (Hong et al., 2018): (C1) probability sampling or census; (C2) sample size of at least 100; (C3) dimensions tested separately; (C4) coefficient of determination reported; and (C5) no internal inconsistency in figures or conclusions. These criteria can be checked from the available text but do not assess instrument validity in depth.

3.5 Synthesis

Meta-analysis was not possible because the studies used different models (simple or multiple regression, with or without other variables, and PLS) and rarely reported the statistics needed for comparable effect sizes. Synthesis was therefore narrative, with vote counting by dimension. Because vote counting reflects only how often a dimension is significant and ignores sample and effect size (Borenstein et al., 2009), the results are read as patterns, not effect estimates. Coefficients of determination are reported separately for models with service quality alone and models with other variables.

4. Results

4.1 Study selection

Of about 475 records, 77 texts were assessed for eligibility (Figure 1). Forty-six were excluded: qualitative or descriptive design without a test of effect (23), publication outside the time range (8), a service other than population administration or employee respondents (6), inaccessible text (4), not a journal article (3), and inadequate constructs or reporting (2). Thirty-one studies were included.

Immortalis Journal of Interdisciplinary Studies
ISSN: 3123-3600 https://immortalispub.com/ijis
Vol. 1 Issue 2, November 2025, pp. 73-87

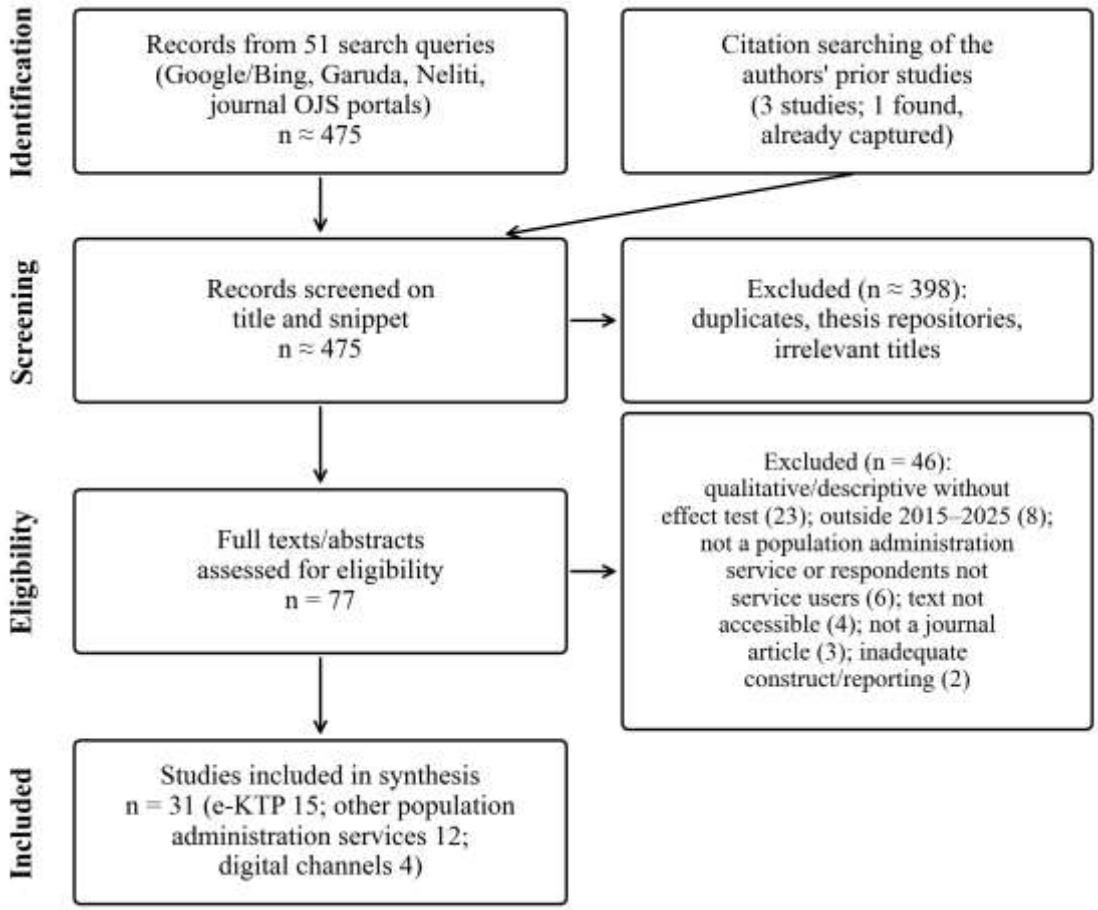


Figure 1. PRISMA 2020 flow diagram of study selection. Source: compiled by the authors.

4.2 Study characteristics

Table S1 in Supplementary File S1 lists the characteristics and main findings of the 31 studies. They span 2015–2025, with 18 published in 2023–2025. Fifteen examined e-KTP services, 12 other population administration or general Disdukcapil services, and 4 digital channels. Eighteen were conducted at Disdukcapil offices, 9 at subdistrict offices, 2 at urban village offices, and 2 among service users in a regency in general.

Sample sizes ranged from 30 to 382 (median 100; two studies gave no exact number), about 3,208 respondents in total; 11 studies had fewer than 100. Sampling was most often unreported or indicated only by a formula (12 studies); 10 used non-probability techniques, 5 probability techniques and 1 a census, 2 described proportional sampling without detail, and 1 reported contradictory techniques. Eighteen studies used SERVQUAL dimensions in full or in part, 2 SKM elements, 2 e-government quality models and 1 other dimensions, while 8 did not specify dimensions. Multiple linear regression

Immortalis Journal of Interdisciplinary Studies
ISSN: 3123-3600 https://immortalispub.com/ijis
Vol. 1 Issue 2, November 2025, pp. 73-87

dominated (23), followed by simple regression (7) and PLS-SEM (1). Eleven studies added other variables (e.g., employee performance, facilities or policy implementation), seven of which reported a combined coefficient of determination.

4.3 Direction and size of effect

Twenty-six studies reported a significant positive effect. Three (S05, S21, S24) reported a positive relationship without stating significance values in the accessible text. S18 was contradictory: its regression table showed only assurance as significant, with a negative coefficient, whereas its conclusion stated that all dimensions were significant. Only S23 concluded that the simultaneous effect was not significant (R^2 0.182; n = 50).

Effect size varied far more than direction. In the 18 models with service quality as the only predictor (including models splitting it into dimensions), the coefficient of determination (R^2 or adjusted R^2, as reported) ranged from 0.182 to 0.867 (median 0.638). In the seven models with other variables, the combined value ranged from 0.186 to 0.789; the contribution of service quality alone was sometimes small (11.56% in S04, 3.42% in S06), and in S12, S19 and S20 employee performance had a larger coefficient than service quality. No pattern emerged by service or unit: e-KTP studies at subdistrict offices ranged from 0.523 (S03, adjusted) to 0.706 (S05), and Disdukcapil studies from 0.182 (S23) to 0.867 (S01). S30 was the only digital channel study to report an effect size (71.6%), too few for comparison.

4.4 Role of service quality dimensions

Nine studies tested SERVQUAL dimensions separately and reported significance clearly enough to be counted (S01, S03, S08, S09, S10, S13, S16, S23, S29); S15 and S18 were excluded from the count because of inconsistent results (Figure 2).

IJIS
Immortalis Journal of Interdisciplinary Studies
ISSN: 3123-3600 https://immortalispub.com/ijis
Vol. 1 Issue 2, November 2025, pp. 73-87

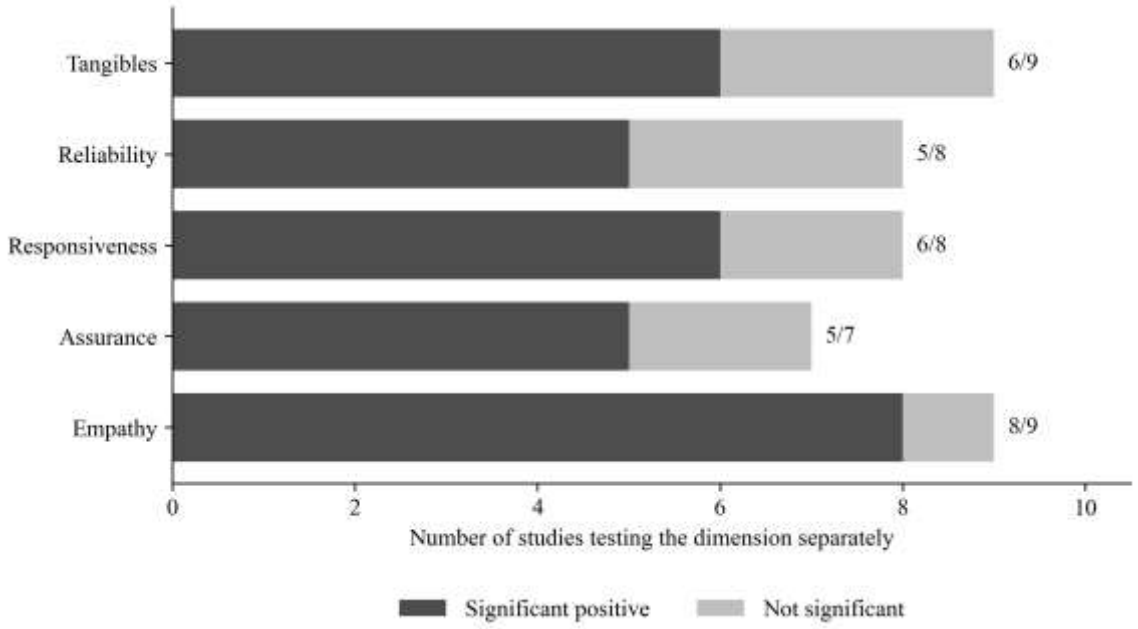


Figure 2. Number of studies reporting a significant positive effect for each SERVQUAL dimension. Source: compiled by the authors from the nine studies that tested dimensions separately.

Empathy was significant in 8 of 9 studies (all but S23), responsiveness in 6 of 8, tangibles in 6 of 9, reliability in 5 of 8, and assurance in 5 of 7. Assurance in S01 was not counted because the reported calculated t (1.887) is described as smaller than the critical t (1.66), which is arithmetically inconsistent; S03 reported no tests for reliability or responsiveness. Tangibles was most often non-significant (S08, S13, S16), yet it was dominant in S03 and S10 and had the largest t in S09. Other dominant dimensions were reliability in S13, S16 and S29; responsiveness in S01 and S23; and assurance in S08. In S10 and S15, the results section and the conclusion or abstract named different dominant dimensions. No dimension was consistently dominant.

The two studies using SKM elements give a different picture. In S25, completion time had a positive effect (t 2.238; probability 0.028) and was dominant, whereas staff conduct had a negative effect (t −2.121; probability 0.037); in S17, clarity of service staff had the highest descriptive score. Procedural aspects can thus emerge as determinants when they are measured.

4.5 Digital channels

In the four digital channel studies (all from 2021 or later), service quality had a significant effect for the SIPAK application (S11) and the PLAVON service (S31), contributed 71.6% to satisfaction with the Pasti Oke application (S30), and had the

IJIS
Immortalis Journal of Interdisciplinary Studies
ISSN: 3123-3600 https://immortalispub.com/ijis
Vol. 1 Issue 2, November 2025, pp. 73-87

largest coefficient (0.330) among six e-government quality dimensions in S24. Two of the four used e-government quality models instead of SERVQUAL.

4.6 Methodological quality

Table 2 summarises the appraisal; probability sampling or census was the criterion least often met (6 studies). Sixteen studies contained at least one internal inconsistency, such as t values, respondent numbers or dominant dimensions that differed between sections. No study met all five criteria; four met four (S16, S21, S28, S29), nine met three, sixteen met two, and two met one.

Table 2. Summary of the reporting quality appraisal (n = 31)

Criterion	Number of studies meeting the criterion	Percentage
C1. Probability sampling or census	6	19%
C2. Sample size ≥ 100	18	58%
C3. Dimensions tested separately	13	42%
C4. Coefficient of determination reported	25	81%
C5. No internal inconsistency	15	48%
All five criteria met	0	0%

Source: compiled by the authors.

All studies were cross-sectional and single-source, none discussed common method bias, and none measured expectations, so the expectancy disconfirmation model could not be tested. Studies measuring expectation–perception gaps were found but did not test an effect on satisfaction and were excluded.

5. Discussion

5.1 A hypothesis answered, questions still open

With 26 of 31 studies reporting a significant positive effect, retesting the hypothesis at another site adds little, and the uniformity needs caution. In single-source cross-sectional surveys, common method bias can inflate the correlation between two ratings (Podsakoff et al., 2003), and perceived quality and satisfaction overlap conceptually (Cronin & Taylor, 1992). A high coefficient of determination therefore does not show that improving quality will raise satisfaction by a corresponding amount.

The wide range of effect sizes, from 0.182 to 0.867, is more readily explained by method than by substance. The extremes both came from Disdukcapil offices, whereas the studies differed in items, combination of dimensions, sampling and sample size. This is consistent with Ladhari's (2009) conclusion that SERVQUAL results depend on how the instrument is adapted. A figure such as "62% of satisfaction" describes a study, not the service.

IJIS
Immortalis Journal of Interdisciplinary Studies
ISSN: 3123-3600 https://immortalispub.com/ijis
Vol. 1 Issue 2, November 2025, pp. 73-87

5.2 Empathy, interaction and procedures

The consistency of empathy, against frequently non-significant tangibles, supports the centrality of interaction quality, a primary dimension in Brady and Cronin's (2001) model. In a monopolistic service, where citizens have no alternative and often urgent needs, staff treatment can decide the experience. Nguyen et al. (2016) found staff capacity and ethics most influential in Vietnam.

Interaction is not the only determinant: in S25, completion time was dominant. Le et al. (2025) identified procedures, information and cost as determinants of satisfaction with administrative services in Vietnam, and Kurti and Kina (2024) found time and cost savings and procedures to matter in Albanian one-stop shops. SERVQUAL barely covers these aspects, yet they dominate complaints, as the preliminary observations also showed.

5.3 Measurement gaps: procedures and expectations

Because only 2 of the 31 studies used SKM elements, most never test whether clarity of requirements or certainty of completion time matters more than empathy or reliability, although these are the elements policy can change most directly. The second gap is the absence of expectation measures. Because satisfaction depends on comparing performance with expectations (Van Ryzin, 2006; James, 2009), studies that omit expectations cannot explain why similar quality is rated differently across sites, even though citizens' expectations may be shaped by prior experience with the bureaucracy, the media or other digital services (Morgeson, 2013).

5.4 The shift to digital channels

The digital channel studies since 2021 reflect a change in how citizens access these services, in line with Minister of Home Affairs Regulation Number 72 of 2022, and 2026 studies outside the review period point the same way: Sutisna et al. (2026) examined Digital Population Identity services, and Abdillah et al. (2026) surveyed 203 respondents at a Disdukcapil office. Because technology changes performance only as organisations adjust their procedures (Fountain, 2001), digital services should be studied alongside necessary face-to-face services such as biometric capture.

5.5 Implications

Researchers should compare offices or channels within one study, combine SERVQUAL with the procedural SKM elements, measure expectations, and report sampling, figures and common method bias rigorously. For providers, the effect of empathy supports training counter staff in service conduct, without neglecting completion time and clarity of requirements, and mandated SKM results could be analysed for the elements most related to overall satisfaction rather than reported only as a mean index.

IJIS
Immortalis Journal of Interdisciplinary Studies
ISSN: 3123-3600 https://immortalispub.com/ijis
Vol. 1 Issue 2, November 2025, pp. 73-87

5.6 Limitations

The search did not use databases with fully replicable queries, so the identification count is approximate and studies may have been missed, including two cited in the preliminary survey design. Screening and extraction were done in a single pass without an independent second reviewer. Where only abstracts were accessible, values recorded as not reported may appear in the full text. Vote counting ignores sample and effect size, and coefficients of determination from different models are not fully comparable. The author-developed quality criteria address reporting rather than instrument validity, and the protocol was not registered.

6. Conclusion

This systematic review of 31 quantitative studies published in 2015–2025 shows that service quality is consistently and positively associated with citizen satisfaction in Indonesian population administration services, but the size of the effect varies widely and no SERVQUAL dimension is consistently dominant. Empathy is most often significant and tangibles most often non-significant. The variation reflects design and reporting quality more than type of service, and the evidence is weak: probability samples are rare, about half of the studies contain reporting inconsistencies, procedural aspects are seldom measured, and expectations never are.

Future research, including the survey that prompted this review, should ask which aspects matter most, using instruments that combine SERVQUAL with the procedural elements of the Community Satisfaction Survey, measures of expectations, probability sampling and replicable reporting.

Declarations

Author contributions. Iin Endah Setyawati: conceptualisation, methodology, supervision, writing (review and editing). Rizky Sany Paturohman: literature search, data extraction, formal analysis, writing (original draft). Entin Kartini: validation, writing (review and editing). Kanitsorn Terdpaopong: appraisal of the quantitative evidence and performance measurement perspective, writing (review and editing).
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Conflict of interest. The authors declare no conflict of interest.
Ethical considerations. This review analysed published studies only and involved no human participants; ethical approval was therefore not required.

Immortalis Journal of Interdisciplinary Studies
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Vol. 1 Issue 2, November 2025, pp. 73-87

Protocol registration. The review protocol was not prospectively registered.
Data availability. The list of included studies, the extracted data and the reasons for exclusion are available from the corresponding author upon reasonable request. Supplementary File S1 contains the characteristics and full references of the included studies.
Use of generative AI. AI-assisted tools were used for language translation and editing of this manuscript. The authors reviewed and edited all output and take full responsibility for the content of the publication.

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