

The Role of the Public Service Mall in the Perspective of Good Governance

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Abstract: Public service is a critical component in realizing good governance. The Public Service Mall (MPP) Merdeka Malang was established as an integrated service innovation to improve governance quality. This study aims to analyze the role of MPP from the perspective of good governance using the New Public Service (NPS) approach. The research employed a descriptive qualitative method. Data were collected through in-depth interviews, observation, and documentation. A purposive sampling technique was applied to select 12 key informants, including MPP managers, front office officers, and service users. Data were analyzed through data reduction, presentation, and conclusion drawing. The findings reveal that MPP Merdeka Malang significantly contributes to implementing good governance principles such as participation, accountability, transparency, responsiveness, effectiveness, efficiency, and the rule of law. The study also highlights the application of NPS values that emphasize citizen-oriented, collaborative, and humanistic public services. **Keywords:** Good Governance, New Public Service (NPS) Public Service Mall (MPP).

1. Introduction

Public service is an essential element in government administration and serves as a primary indicator of governmental performance at both national and local levels. Service oriented toward the interests of the public reflects the principles of good governance, wherein the quality of service is directly proportional to citizen satisfaction with government performance. In this context, the public evaluates service delivery based on the alignment between their expectations and perceptions of the services received (Kurniati, 2023).

Achieving high-quality public service is not only a matter of efficiency but also demands fairness, active citizen participation, and transparency in its implementation (Hayat, 2023). This approach is in line with the New Public Service paradigm proposed by Denhardt and Denhardt (2003), which emphasizes service as a form of public stewardship rather than a means of exerting control. Bureaucratic reforms have become critical in fostering responsive and accountable service delivery.

According to Muchsin (2017), good governance is a form of government management that involves synergistic collaboration between the state, the private sector, and civil society in addressing common issues. The implementation of good governance is characterized by the application of seven core principles: participation, transparency, accountability, responsiveness, effectiveness, efficiency, and the rule of law. These principles serve as a fundamental foundation in the delivery of public services, including the operation of Public Service Malls (MPP), to ensure a service system that is not only high in quality but also oriented toward the broader public interest

The implementation of MPP Merdeka Malang is a concrete manifestation of various public service regulations and policies in Indonesia. It is guided by several legal frameworks, including Law No. 25 of 2009 concerning Public Services, which affirms citizens' rights to transparent, accountable, and participatory public services; Presidential Regulation No. 81 of 2010 on the Grand Design of Bureaucratic Reform, which mandates quality improvement and efficiency through integrated services; and Presidential Regulation No. 47 of 2015 emphasizing the strategic role of the Ministry of Administrative and Bureaucratic Reform (Kemenpan RB) in standardizing and monitoring service delivery. Furthermore, Presidential Instruction No. 12 of 2016 on the 'Indonesia Serving Movement' fosters a service-oriented culture, while Ministerial Regulation No. 23 of 2017 provides technical guidelines for integrated MPP implementation. Presidential Regulation No. 89 of 2021 underlines service integration across government levels and sectors, and Malang City Regional Regulation No. 2 of 2024 mandates DPMPTSP's authority in managing MPP operations and tenant coordination. In practice, these policies are reflected in the MPP's physical infrastructure, coordinated service units, digital queue systems, and ongoing efforts to improve service responsiveness, although several implementation challenges remain, such as inconsistent integration across tenants and varying service quality.

However, the implementation of the Merdeka MPP in Malang has encountered numerous challenges, such as limited service availability, inconsistencies between information available online and actual service points, limited social media engagement, and complaints about delays in service delivery. More critically, instances of unofficial payments have surfaced, highlighting the gap between normative expectations and empirical realities.

Previous studies on MPP have primarily focused on evaluating user satisfaction, technological integration, or the efficiency of service delivery. However, there remains a research gap concerning the alignment of MPP implementation with the values of good governance and the New Public Service paradigm. There is a lack of empirical research that critically analyzes how MPPs embody principles such as citizen engagement, transparency, and accountability in daily operations.

In light of this background, an in-depth examination of the implementation of the MPP as an integrated service in the context of good governance is required. This study aims to analyze the role of the Merdeka Public Service Mall in Malang in enhancing public service quality and to identify the barriers to its implementation. The results of this research are expected to provide empirical insights and strategic recommendations for fostering improved public service governance at the local level.

2. Literature Review

Public service is a fundamental pillar in government performance and democratic governance. Law No. 25 of 2009 on Public Services defines public service as a series of activities to fulfill the needs of every citizen for goods, services, and/or administrative services in accordance with statutory regulations. Public service plays a pivotal role in realizing the goals of democratic governance. According to Kurniati

(2023), the quality of public services is evaluated based on the alignment between citizens' expectations and their actual experience. Dimensions such as service timeliness, accessibility, procedural clarity, and staff professionalism are crucial indicators of public satisfaction.

The theoretical foundation of this study rests on the concept of good governance, as elaborated by Muchsin (2017), who emphasizes seven key principles: participation, transparency, accountability, responsiveness, effectiveness, efficiency, and rule of law. These principles guide the implementation of public services to ensure they are democratic, inclusive, and oriented towards the public interest. In the context of MPP, these principles manifest in innovations such as digital queuing systems, accessible information channels, complaint-handling mechanisms, and performance evaluations aimed at enhancing institutional accountability and responsiveness.

Meanwhile, the New Public Service (NPS) theory developed by Denhardt and Denhardt (2003) offers a citizen-centered perspective, where public servants are expected to "serve rather than steer." According to this model, public services should focus on building relationships with citizens, encouraging participation, and fostering accountability. The seven key principles of NPS include: (1) serving citizens, not customers; (2) seeking the public interest; (3) valuing citizenship over entrepreneurship; (4) thinking strategically, acting democratically; (5) recognizing accountability isn't simple; (6) serving rather than steering; and (7) valuing people, not just productivity. These principles are especially relevant in evaluating the performance of MPPs that aim to create more participatory, responsive, and collaborative services.

Several empirical studies support the importance of applying these theories in public service settings. For instance, Lestari (2022) highlights that adherence to legal standards and service charters is essential in upholding good governance. Irianto (2022) found that MPP in Sukodono has improved accessibility, though technical barriers such as e-KTP shortages still affect service quality. Similarly, Imantari (2023) emphasizes the need for competent human resources to ensure transparency and accountability in local institutions. At the same time, Rahmadhany (2024) identifies the lack of responsiveness and efficiency in MPP South Tangerang as barriers to effective governance. In the case of MPP Merdeka Malang, Sekarsari (2023) found that while public satisfaction is relatively high, the lack of effective communication channels and digital responsiveness hampers transparency and citizen participation.

Furthermore, Prasetyo (2022) observed that although MPPs increase service efficiency, issues such as staff capacity and technological readiness must be addressed to fully realize good governance outcomes. These findings are consistent with the current research focus, which seeks to assess how far the Merdeka MPP reflects good governance values through the lens of the New Public Service model.

In sum, the theoretical foundation for this research is built on the integration of public service theory, good governance principles, and the New Public Service paradigm, all of which frame the evaluation of MPP Merdeka Malang. Despite ongoing innovations, the gap in implementation especially in terms of transparency, accountability, and responsiveness necessitates further empirical examination. This study addresses that gap by critically analyzing the role of MPP Merdeka in advancing good governance, guided by the theoretical insights of Denhardt & Denhardt (2003), UNDP (1997), and national public service frameworks.

3. Research Methods

The research was conducted at the Merdeka Public Service Mall (MPP) in Malang, located on Jalan Merdeka Timur, Kiduldalem, Klojen District, Malang City, from 28 November 2024 to 31 January 2025.

This study employed a qualitative descriptive approach to explore the role of MPP from the perspective of good governance. The research subjects included MPP administrators, service providers (tenants), and service users, selected through purposive sampling, totaling 12 informants. Before the interviews, all informants were asked to provide informed consent and were given the option to remain anonymous. The names of individuals are not disclosed in this article to maintain confidentiality and uphold ethical research standards.

Data were collected through in-depth interviews, observation, and documentation, supported by both primary sources (interviews and field notes) and secondary sources (institutional documents and publications). Data analysis followed Miles and Huberman's (2014) interactive model, which includes data reduction, data display, and conclusion drawing. Triangulation across sources and techniques was applied to ensure the validity of the findings.

4. Results and Discussion

MPP Merdeka Malang serves as a one-stop service center that integrates over 25 institutions including central government agencies, regional offices, state-owned enterprises, and private entities. Services provided include national ID (e-KTP), passports, NPWP, BPJS, licensing, and banking. The facility is equipped with digital queue systems, waiting areas, disability-friendly access, lactation rooms, and chatbot-based information services.

Respondents' perceptions and researcher observations highlight that the MPP model significantly supports the implementation of good governance, particularly in the dimensions of transparency, accountability, service efficiency, and public participation. The integration of services into a single location has simplified public access to government and non-government services, saving time and cost. Staff and customers reported that information is openly communicated through notice boards, brochures, and official digital platforms, which supports transparency. However, some customers expressed confusion due to inconsistencies in the communication of service requirements, indicating a need for more precise and accessible public information.

Accountability mechanisms are evident through periodic user satisfaction surveys and a complaints mechanism. The Head of the Data and Information Analysis Section confirmed that feedback is used to improve services. Despite this, challenges remain in inter-tenant coordination due to limited digital integration. For example, differences in information between the Population Service and the Regional Tax Office cause inconsistencies that hinder seamless service.

Efficiency gains were particularly noted in licensing services, such as obtaining Micro and Small Business Permits (IUMK), which now can be processed within hours instead of days. However, staffing shortages and limited service hours at some counters (operating only twice a week) lead to long queues and reduced accessibility.

Public participation is facilitated through consultation spaces and satisfaction surveys, though many users remain unaware of feedback channels. An MPP security staff member noted that several visitors do not know where or how to provide suggestions. This highlights the need for enhanced public outreach regarding feedback mechanisms.

The following table presents how MPP Merdeka Malang reflects the implementation of Good Governance principles based on the theoretical dimensions proposed by Muchsin (2017):

Table 1 Implementation of Good Governance Principles at MPP Merdeka Malang

| Principle | Implementation at MPP Merdeka Malang |
|----------------|--|
| Participation | Feedback systems, community forums, and online complaint platforms are available to increase public involvement. |
| Transparency | Digital information services, SOPs, and service flow charts are publicly accessible and easy to understand. |
| Accountability | Service performance is evaluated periodically; SOPs and complaint systems ensure both vertical and horizontal control. |
| Responsiveness | Real-time responses via chatbot, friendly staff, and fast queue systems help address public needs swiftly. |
| Effectiveness | Services are integrated and streamlined; citizens can access various services in a single visit. |
| Efficiency | Use of technology and automation in service delivery reduces time and improves process flow. |
| Rule of Law | Services follow regulations; procedures are standardized and enforced fairly and consistently. |

Source: Research Data (2025)

The implementation of Good Governance principles at MPP Merdeka Malang demonstrates a comprehensive approach to public service delivery. Through participatory mechanisms, transparent procedures, accountable operations, responsive services, and the effective and efficient use of technology, MPP upholds legal standards while fostering trust and satisfaction among citizens.

Overall, MPP Merdeka Malang effectively applies the principles of Good Governance and NPS. It excels in integrated service delivery, accessibility, and responsiveness. Nevertheless, improvements are needed in transparency, citizen feedback responsiveness, and the system of monitoring and evaluation. The results align with prior findings from Ratminto (2021) and Hayat (2023), emphasizing that democratic, participatory service frameworks enhance public sector legitimacy

Building on the previous table, which outlines the role of MPP Merdeka Malang in implementing Good Governance principles, the following table presents how the seven core principles of New Public Service (Denhardt & Denhardt, 2003) are reflected in the practices of MPP Merdeka Malang:

Table 2 Summary of New Public Service (NPS) Principles (Denhardt & Denhardt, 2003) and Their Implementation at MPP Merdeka Malang:

| NPS Principle | Theoretical Explanation | Field Findings at MPP Merdeka Malang | Discussion |
|---|---|--|---|
| Serve Citizens, Not Customers | Public service must focus on citizens' interests, not just treat them as customers. | Services at MPP address administrative needs and provide consultation and advocacy spaces. | Reflects a shift from administrative to participatory service, in line with NPS. |
| Seek the Public Interest | Policy should be shaped through dialogue and public participation. | Complaint channels, feedback forums, and public service assessments are available. | Demonstrates deliberative democracy and strengthens participatory governance. |
| Value Citizenship over Entrepreneurship | Citizens are seen as active participants, not passive consumers. | Citizens are involved in satisfaction surveys and feedback on service regulations. | Citizens actively contribute to evaluation and oversight, reinforcing this principle. |

| | | | |
|--|--|--|---|
| Think Strategically, Act Democratically | Strategic planning must respect democratic principles. | Tenant arrangements and service flows are designed based on public consultation. | Strategic plans align with public needs rather than just bureaucratic efficiency. |
| Recognize that Accountability isn't Simple | Accountability must be both vertical and horizontal. | Transparency via applications, websites, and public SOP oversight is present. | Demonstrates multi-directional accountability aligned with good governance. |
| Serve Rather than Steer | Public servants are facilitators, not controllers. | Staff assist users and support digital processes. | Civil servants act as facilitators, embodying citizen-service values. |
| Value People, Not Just Productivity | Empowering human resources is more important than just productivity. | Regular staff training, inclusive facilities, and lactation rooms are available. | Promotes human-centered values in public service. |

Source: Research Data (2025)

Additionally, the findings support the collaborative governance perspective as noted by Luthfi et al. (2023), who highlighted that successful public service management involves coordination, participation, and multi-actor integration. The experience of MPP Merdeka demonstrates the value of involving diverse stakeholders under a unified system, yet there remain challenges in communication flow and inter-agency synergy that must be addressed.

Supporting factors include strong institutional support, digital innovation, responsive human resources, and inclusive facilities. Inhibiting factors are low public awareness of complaint platforms, limited transparency in follow-ups, and inadequate impact evaluation. These challenges suggest a need for better citizen engagement and adaptive governance practices to meet evolving public needs.

In conclusion, the implementation of NPS at MPP Merdeka Malang reflects a transformative shift toward a more participatory, democratic, and citizen-oriented service model. It serves as a practical embodiment of Denhardt & Denhardt's (2003) vision and provides valuable insights for future innovation in public service governance in Indonesia.

5. Conclusion

This research aims to analyze the role of the Public Service Mall (MPP) Merdeka Malang from the perspective of good governance using the New Public Service (NPS) approach. The results indicate that MPP Merdeka Malang has successfully embodied key principles of good governance transparency, accountability, participation, responsiveness, and legal supremacy through integrated service delivery involving over 25 public and private institutions. The implementation also reflects the values of NPS, emphasizing citizen engagement, collaboration, and shared responsibility in public service. Despite its achievements, the research reveals several operational challenges, such as inconsistency in service responsiveness, coordination gaps among vertical agencies, and partial integration of digital systems. These findings affirm that MPP Merdeka Malang plays a strategic role in advancing public service reform and governance improvement at the local level.

Practically, the MPP should strengthen service standardization, improve public complaint mechanisms, and ensure complete digital integration across all tenant services to enhance citizen satisfaction and participation. For future researchers, this study recommends exploring the comparative effectiveness of MPPs in different regions or investigating the impact of leadership and organizational culture in the success of collaborative governance practices within public service malls.

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