

Assessing Integrated Public Service Innovation Through Comparative Public Service Mall Governance in Indonesia

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Article History:

Received: 09/12/2025

Revised: 06/03/2026

Accepted: 09/03/2026

Published: 31/03/2026

Keywords:

Comparative analysis

Governance

Public service

innovation

Public service mall

Abstract: The implementation of Public Service Malls (MPP) represents a strategic shift in Indonesia's bureaucratic reform to enhance service integration. However, the effectiveness of these innovations is often hindered by regional disparities in institutional capacity. This study evaluates the effectiveness of these entities through a comparative analysis of three distinct regions, such as Pati Regency, Jayapura City, and Singkawang City. Utilizing a qualitative approach grounded in the Public Service Innovation Theory, the research examines how the interplay of process, organization, technology, and policy dimensions shapes public service innovation. Findings indicate that while technological acceleration is a primary driver in urban centers like Jayapura, its success remains contingent upon organizational readiness and policy sustainability. Conversely, in Pati and Singkawang, effective public service mall governance is achieved through incremental innovations such as inter-agency collaboration and procedural streamlining, which compensate for infrastructure limitations. The study concludes that innovation effectiveness is not derived from isolated technological adoption but from a multidimensional synergy that creates genuine public value. This research suggests that a context-sensitive governance model is essential for navigating Indonesia's diverse administrative landscape, providing a strategic roadmap for policymakers to ensure that integrated services achieve long-term social legitimacy and public trust.

1. Introduction

In the last two decades, the trajectory of public administration development in Indonesia has undergone a major transformation toward governance oriented toward excellent service (prima service), transparency, and public accountability. Bureaucratic reform is no longer solely focused on the restructuring of government organizations but also on the change in the mindset and work culture of the state apparatus to become more responsive to community needs (Putra & Jeflin, 2025). These changes have spurred the emergence of various innovations in public service delivery, one of which is the Public Service Mall (Mal Pelayanan Publik, MPP), developed as a manifestation of service integration from various agencies within a single, integrated service system (Sukardi et al., 2025). This integrated service model

is expected to enhance efficiency, simplify administrative procedures, and improve the overall quality of services provided to the public.

The presence of the MPP represents a strategic governmental measure in addressing the complexity of public services, which have historically been perceived as slow, convoluted, and inefficient (Luthfi et al., 2023). The MPP concept is designed to integrate cross-sectoral public services from central agencies, regional administrations, State-Owned Enterprises (BUMN), and private entities into one location. This integration is implemented through both physical facilities and digital service platforms to improve accessibility and convenience for the public. Furthermore, the MPP represents a governance innovation that requires strong coordination, collaboration, and institutional integration among various service providers.

The implementation of this policy is reinforced by Presidential Regulation Number 89 of 2021 concerning the Implementation of Public Service Malls, which stipulates that the MPP is one of the primary instruments for the acceleration of bureaucratic reform and the enhancement of public service quality. Based on data from the Ministry of Administrative and Bureaucratic Reform (Kementerian PANRB), there were 272 MPPs from 2017 up to December 12, 2024. Furthermore, 236 regencies/cities and five provinces Maluku, Southwest Papua, Highland Papua, South Papua, and Central Papua had yet to establish an MPP. In this regulation, KemenPANRB targets that all Regencies/Cities will possess an MPP by 2025. To achieve this objective, KemenPANRB is focusing on encouraging regional governments to first integrate their services so that the public does not need to visit multiple locations (Antaranews.com, 2024). This target serves as evidence of the national commitment to realizing public services that are effective, efficient, and free from the practices of corruption, collusion, and nepotism (KKN).

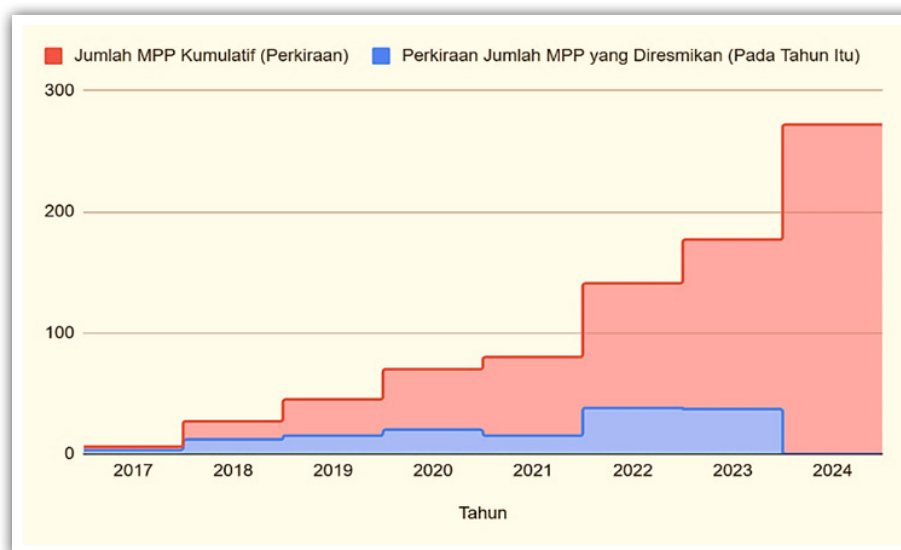


Figure 1. Total Public Service Malls (MPP) in Indonesia

Nevertheless, the field reality indicates that the level of MPP effectiveness varies significantly across different regions. Previous studies reveal that these variations are often attributable to local governance capacity, human resource support, digital technology readiness, and the pattern of inter-agency coordination. For instance, a study by Ulya & Meirinawati, (2023) on the MPP in Pati Regency demonstrated that while service innovation was operational, unstable internet connectivity, the occasional downtime of central websites, and limited physical space restricting the participation of numerous agencies were criti-

cal impeding factors. Concurrently [Mirino, \(2025\)](#), in a study on the Jayapura City MPP, indicated service effectiveness but highlighted the necessity for improvements in Human Resources (HR), infrastructure, and inter-agency collaboration. Meanwhile [Erdi & Rohilie, \(2023\)](#), in their assessment of the Singkawang City MPP, also identified maximum operational capacity; however, they noted a lack of program socialization via social media and minimal community participation, with citizens often preferring to visit the offices of Local Government Work Units (OPD) or vertical agencies. These findings collectively suggest that the success of integrated public service innovation is not solely contingent on national policy but also on the regional capacity to adapt the principles of good governance. Principles such as transparency, accountability, responsiveness, effectiveness, and public participation become crucial indicators for assessing the extent to which the MPP innovation successfully achieves its objectives ([Beshi, 2020](#); [Suharnoko et al., 2018](#)). In this context, collaborative governance emerges as a key approach, as the MPP necessitates cross-institutional coordination and synergy among the government, the private sector, and the community.

In the context of Indonesia, the practice of Indigenous Public Administration (IPA) is now starting to be adopted by public sector organizations as an idea for the development of public service innovations ([Hasniati et al., 2020](#); [Kusuma, 2019](#); [Rengifurwarin, Z. A., Rolobessy, 2021](#)). On the other hand, public service innovation cannot be detached from the advancements of the digital era and e-government transformation. According to ([Latupeirissa et al., 2024](#)), innovation in the public sector encompasses the process of public value creation that is results-oriented and focused on citizen satisfaction. In Indonesia, the integrated public service innovation through the MPP constitutes a part of the endeavor to realize this public value. However, the implementation of digital innovation in various regions continues to face challenges such as limited technological network coverage, digital literacy among the apparatus, and resistance to the transition from manual to digital systems ([Harsiti et al., 2020](#)). Consequently, although MPPs are operational in many regions, not all are yet capable of delivering the fast, transparent, and integrated service experience that is anticipated.

This phenomenon illustrates an implementation gap between the ideal concept and the practice in the field. Many regions possess the physical MPP structure but have not yet managed to optimize its integrative function as a cross-sectoral service hub. Therefore, there is a requirement for a comparative study that not only describes but also measures the effectiveness of the MPP governance innovation within a broader context, accounting for local variations and diverse institutional approaches. Such a study is important to identify the factors that support or hinder the successful implementation of MPP across different regions. Furthermore, the findings can provide policy recommendations to strengthen institutional coordination and improve the quality of integrated public services.

Despite the rapid expansion of Public Service Malls (MPP) across Indonesia as a flagship innovation in bureaucratic reform, the academic understanding of their governance effectiveness remains limited and fragmented. Previous studies have generally examined MPP implementation from partial perspectives, such as service efficiency, digitalization, or administrative simplification. For instance, studies conducted by [Erdi & Rohilie \(2023\)](#); [Mirino \(2025\)](#); [Ulya & Meirinawati \(2023\)](#), demonstrate that although MPPs have introduced innovations in service delivery, their effectiveness is often constrained by factors such as inadequate digital infrastructure, limited human resource capacity, insufficient inter-agency coordination, and weak public engagement. These studies provide important empirical insights but tend to analyse MPP performance from isolated institutional or technical dimensions.

However, the existing literature reveals a significant analytical limitation. Most studies treat public service innovation as a single-dimensional phenomenon, focusing primarily on operational improve-

ments or technological adoption. As a result, there is still limited research that systematically examines the interaction between multiple dimensions of public sector innovation. According to the framework proposed by De Vries et al (2016), public innovation should be understood through interconnected dimensions, including process, organizational, technological, and policy innovations. The absence of an integrated analytical approach makes it difficult to explain why the implementation of MPP produces varying outcomes across regions, despite being based on the same national policy framework.

Furthermore, another gap emerges in how the success of MPP innovation is commonly evaluated. Many existing assessments emphasize administrative performance indicators such as service speed, procedural efficiency, or the number of services provided. While these indicators are important, they do not fully capture the broader objective of public sector innovation, namely the creation of public value. Issues such as public trust, accessibility of services, inclusiveness, and the legitimacy of government institutions remain underexplored in the evaluation of MPP governance.

Based on these limitations, this study seeks to fill the research gap by conducting a comparative analysis of MPP governance across different regional contexts in Indonesia. By applying the multidimensional framework of public innovation proposed by De Vries (2016), this research analyses how process, organizational, technological, and policy dimensions interact in shaping the effectiveness of integrated public service innovation. Through a cross-case comparison of Pati Regency, Jayapura City, and Singkawang City, this study aims to provide a more comprehensive understanding of the determinants of MPP effectiveness and to contribute to the development of evidence-based policy recommendations for strengthening integrated public service governance in Indonesia.

2. Literature Review

Public Service Innovation

Public service innovation stands as a major focus in the development of modern public administration, commensurate with increasing societal demands for services that are fast, efficient, transparent, and citizen-needs oriented. In the era of digitization and governance that emphasizes sustainability and the creation of public value, innovation is no longer merely about simplifying procedures or enhancing bureaucratic efficiency. Instead, it must encompass transformation across various dimensions: organizational structure, processes, technology, and policy. Public sector innovation is specifically understood as the ability of the public sector to create and implement new processes, new products, new services, and new methods in service activities for the public (Yopiannor & Milka, 2022).

According to Mozin et al. (2025); Osborne (2010), public innovation is defined as the application of new ideas, practices, or technologies within public organizations with the primary goal of enhancing effectiveness, efficiency, service quality, and creating demonstrable public value. This theory stresses that innovation in the public sector differs from that in the private sector because it must consider the social, political, and regulatory contexts, and involve cross-agency collaboration and public participation. This aligns with Maharani & Andhika (2021); Suharnoko et al. (2018), perspective, which asserts that public innovation involves changes in organization, policy, technology, and the social interaction between government and citizens, making innovation not only technical but also social and contextual.

Muluk (2021), categorize public service innovation into five types: service product innovation, service process innovation, service method innovation, policy innovation, and system innovation. They state that "successful innovation is the creation and implementation of new processes, products, services, and service methods that result in tangible improvements in efficiency, effectiveness, or quality of outcomes."

The discourse on digital public service innovation has been advanced by several key studies. For instance, Yuspita Widiyaningrum (2022) explored the effectiveness of the Bandung Regency MPP, yet

the analysis was limited to physical service integration rather than comprehensive online delivery systems. In a similar vein, [Prasetyo et al. \(2022\)](#), identified that achieving good governance through MPPs requires more than just efficiency; it demands adequate staff capacity and technological maturity. This study builds upon these themes by assessing the Merdeka MPP through the New Public Service model. Furthermore, the limitations of digital tools are evidenced in [Yustina & Zainuri \(2022\)](#), study of the SIPECI (Cilegon Electronic Licensing Information System) application, which failed to reach its potential due to minimal public outreach and restricted Android functionality. These combined findings illustrate that without robust human resources and advanced technical features, digital service platforms cannot fully support administrative efficiency.

Within the framework of the Public Service Innovation Theory [De Vries et al., \(2016\)](#), public sector innovation can be categorized into four main dimensions: process innovation, organizational innovation, technological innovation, and policy innovation. The first dimension (1) Process Innovation, This dimension encompasses changes in workflow, procedures, and service mechanisms to enhance speed, accuracy, and public satisfaction. The [OECD's Oslo Manual, \(2018\)](#), defines process innovation as the implementation of a new or significantly improved production or delivery method, including changes in techniques, equipment, or software. Examples include the simplification of administrative procedures, the integration of cross-agency services, and the development of digital queue systems. Process innovation is the most visible dimension to the public as it directly impacts their experience in accessing public services.

Second Dimension (2) Organizational Innovation, this focuses on changes in structure, work culture, and inter-agency coordination patterns. Organizational innovation is crucial because it supports the success of process and technological innovations. Without an adaptive structure and culture, changes in procedures or technology cannot be optimally implemented. [Maharani & Andhika \(2021\)](#), affirms that organizational innovation enables the public bureaucracy to be more responsive to community needs, fosters cross-sectoral collaboration, and facilitates organizational learning. In the context of the MPP, organizational innovation can include the formation of integrated service units, apparatus training, and performance evaluation systems that ensure service consistency.

Third Dimension (3) Technological Innovation, this relates to the utilization of information technology to improve the accessibility, efficiency, and transparency of public services. [Fadilla \(2016\)](#), explains that leveraging technological advancements can facilitate the management process for the dissemination of innovation to the public. Examples include the implementation of online queuing applications, service monitoring dashboards, and digital complaint systems that allow citizens to actively participate in service evaluation.

Fourth Dimension (4) Policy Innovation, this covers changes in regulations, procedures, and operational rules that support the flexibility and sustainability of innovation. According to [Kardiat \(2023\)](#), policy innovation is the deliberate introduction and implementation of new or significantly improved policies designed to better meet public needs and address social challenges. Examples include the issuance of regional regulations that facilitate the establishment of MPPs, the budgeting for service digitalization, and regulations that strengthen inter-agency coordination.

Beyond these innovation dimensions, the theory by [De Vries et al. \(2016\)](#), emphasizes the importance of public value creation as the primary indicator of successful public service innovation. Public value encompasses various aspects, such as faster and more cost-effective service efficiency, service effectiveness aligned with community needs, transparency and accountability allowing citizens to monitor organizational performance, and social legitimacy ensuring public services are accepted and supported

because they are relevant to local social and cultural values. Public value serves as the core benchmark for assessing the true impact of innovation on the community, rather than merely fixing internal bureaucratic procedures.

Public Service Mall Governance

The application of this theory to the Indonesian MPP context is evident in various empirical studies. Ulya & Meirinawati (2023), found that the Pati Regency MPP implemented significant service innovation in the process dimension through administrative procedures; however, the innovation faced constraints due to unstable internet and limited location, leading to insufficient cross-agency collaboration and digital infrastructure. Conversely Mirino (2025), reported that the Jayapura City MPP successfully implemented radical innovation in the process dimension, enhancing service effectiveness and public satisfaction, although improvements in HR, infrastructure, and inter-agency collaboration are necessary to achieve optimal public value. Meanwhile, Erdi & Rohilie (2023), highlighted that the Singkawang City MPP encountered obstacles in organizational innovation due to insufficient service program socialization via social media and low public enthusiasm, as many citizens still preferred visiting the offices of Local Government Work Units (OPD) or vertical agencies. Although process innovation was implemented, limitations in organizational innovation impeded the resulting effectiveness and public value.

Comparative Analysis

This comparative analysis indicates that the success of public service innovation is not solely determined by technical or procedural changes, but also by the organizational capacity to manage change, leadership quality, cross-agency collaboration, technological support, and community involvement. As shown in the study Farel (2025), this comparative analysis shows that although e-government and e-governance are interrelated, they have significant conceptual differences in terms of definition, focus, objectives, scope, policy priority media, key indicators, implementation barriers, and the level of success of each subject. Jayapura City demonstrates the implementation of radical innovation that significantly enhances public value, Pati Regency exhibits incremental innovation with limitations in the organizational and technological dimensions, while Singkawang City emphasizes organizational innovation that still requires strengthening to achieve service consistency.

Therefore, the Public Service Innovation Theory provides a comprehensive analytical framework for assessing the implementation of public service innovation. It also serves as a guide for designing service development strategies that are adaptive, effective, and sustainable. This theory enables researchers to systematically evaluate the strengths, weaknesses, and supporting factors of MPP innovation, thereby generating appropriate recommendations for the improvement of people-oriented public service quality.

Research Gap

The establishment of Public Service Malls (MPP) represents a transformative cornerstone of Indonesia's bureaucratic reform, designed to centralize and simplify complex administrative tasks. However, while the physical and digital presence of these malls has expanded rapidly across the archipelago, academic understanding of their systemic effectiveness remains remarkably fragmented. A critical review of the existing literature reveals several significant gaps that this research seeks to address. Primarily, there is a synergy gap within current scholarship. Much of the existing research is preoccupied with isolated dimensions of innovation, focusing either on the technicalities of e-government adoption or

the procedural streamlining of service workflows. There is a profound scarcity of research that critically examines the interdependent relationship between the four core dimensions of the public innovation process, organization, technology, and policy as theorized by (De Vries et al., 2016). By treating these dimensions as silos, previous studies have often overlooked how a deficiency in organizational culture or a lack of policy sustainability can fundamentally undermine even the most advanced technological infrastructures.

Furthermore, the academic discourse is currently constrained by a geographical and contextual bias. Most evaluations of MPPs are presented as single-case studies of metropolitan hubs, which typically enjoy superior infrastructure and higher institutional capacity. This creates a “one-size-fits-all” perspective that fails to account for Indonesia’s stark developmental disparities. There is a lack of comparative evidence exploring how different regional typologies, ranging from the urban centre of Jayapura to the regency-based governance of Pati and the border-city context of Singkawang, negotiate unique barriers to innovation. Without such a comparative lens, it is difficult to understand why national policies yield such vastly different outcomes in different localities.

Moreover, a conceptual gap exists in how “success” is measured. Current evaluations often prioritize internal administrative efficiency, such as processing speeds and permit volumes, while neglecting the deeper creation of Public Value. It remains unclear how these innovations translate into genuine social legitimacy, public trust, and inclusive access, particularly in regions where digital divides or weak inter-agency collaboration persist.

By synthesizing these three distinct cases through a comparative qualitative framework, this study fills these voids. It moves beyond descriptive reporting to offer a holistic, multidimensional analysis of public service innovation. In doing so, this research provides a strategic roadmap for creating sustainable public value, demonstrating that the true effectiveness of an MPP lies not in its individual parts, but in the seamless synergy of its governance dimensions.

3. Research Methods

This study adopts a qualitative comparative case study design based on a systematic desk research and meta-synthesis approach. While the author did not conduct direct primary interviews, the data are derived from ‘secondary informants’ whose insights and perspectives were rigorously validated by previous researchers in their respective empirical studies. In this methodological framework, the research subjects are the Public Service Mall (MPP) institutions, while the informants are the stakeholders whose voices are represented through the validated documents and peer-reviewed articles analyzed. This approach ensures data triangulation through verified academic outputs, allowing for a broader comparative synthesis across diverse geographical contexts that would be logistically constrained in a single primary fieldwork. According to Creswell (2018), qualitative research focuses on understanding the meaning constructed by individuals or groups regarding a social phenomenon or societal issue. Thus, this approach allows the researcher to conduct an in-depth exploration of the social, institutional, and policy contexts underlying the effectiveness of public service innovation in each region. Furthermore, Muhtifah et al. (2016), explain that qualitative research is a procedure that generates descriptive data in the form of written or spoken words from people and observable behavior. Meanwhile, Moleong (2014), asserts that qualitative research emphasizes meaning over generalization; this study does not aim to test hypotheses but rather to understand and interpret the effectiveness of public service innovation within specific and diverse contexts.

Research Design

To achieve a comprehensive and objective evaluation of public service innovation effectiveness, this study employs a qualitative comparative case study design. As articulated by Ragin, (2014) which is an analytical approach that compares two or more case units to identify similarities and differences, and to understand the relationships among the context, process, and outcomes occurring in each case. A comparative approach is selected to facilitate the identification of systemic patterns, common enablers, and critical bottlenecks that cross-cut different administrative and geographical contexts, thereby moving beyond the limitations inherent in single-site descriptive studies. The research analysis is theoretically grounded in the Public Service Innovation Theory formulated by De Vries et al. (2016). This multidimensional framework allows for a structured assessment of how four interrelated governance dimensions, process, Organization, Technology, and Policy interact to produce public value within the selected Public Service Malls (MPP). The operational logic of this research design, moving from empirical case data to theoretical synthesis and the assessment of effectiveness, is illustrated in detail in the figure below.

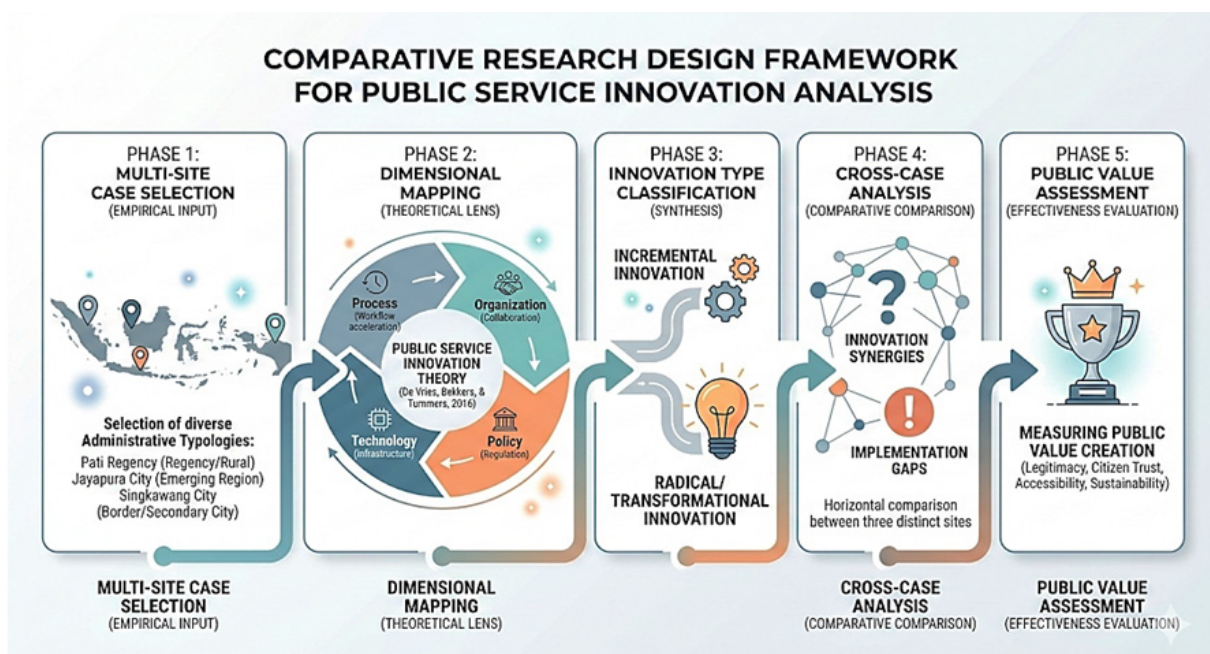


Figure 2. The Comparative Research Design Framework for Public Service Innovation Analysis

As depicted in the figure above, the research methodology follows a rigorous, systematic five-stage process to ensure a reliable comparative output. Phase 1: Multi-Site Case Selection (Empirical Input). The study begins with the purposeful selection of three heterogeneous units of analysis Pati Regency, Jayapura City, and Singkawang City. This purposive selection provides a diverse empirical basis (Regency, Provincial Capital, and Border City contexts) to analyse the influence of local governance capacity on innovation. Phase 2: Dimensional Mapping (Theoretical Lens). Secondary data sourced from empirical reports, regulations, and validated case study literature are categorized using the dimensions defined by De Vries et al. (2016). This structured mapping ensures data compatibility and comparability across all cases. Phase 3: Innovation Type Classification (Synthesis). The study classifies innovations within each case as Incremental (focused on gradual improvement of current procedures) or Radical/Transformational (focused on fundamental shifts in governance or delivery models). This classification

provides depth to the comparative understanding of success. Phase 4: Cross-Case Analysis (Comparative Comparison). Using a comparative matrix, the study identifies cross-case synergies and gaps. This phase highlights critical findings, such as whether a deficiency in organizational readiness acts as a bottleneck for advanced technological adoption or how policy stability impacts process efficiency. Phase 5: Public Value Assessment (Effectiveness Evaluation). The outcome of this research design evaluates the Effectiveness of Innovation based on its demonstrated ability to create Public Value. This synthesis bridges administrative efficiency with broader indicators of public trust, legitimacy, and social inclusion, thereby answering the research's core research gap.

Research Subjects and Informants

The subjects of this research are three distinct Public Service Malls (MPP) in Indonesia, purposively selected to represent a diverse spectrum of regional governance in Pati Regency, Jayapura City, and Singkawang City. This case selection aligns with [Sinaga et al. \(2025\)](#), view on purposive sampling, which involves intentionally selecting cases based on specific criteria deemed most informative to answer the research focus. These subjects were chosen based on their unique administrative typologies covering regency, provincial capital, and border-city contexts, thereby providing a rich comparative basis for evaluating the implementation of public service innovation across different local capacities.

As this study adopts a meta-synthesis approach through extensive desk research, the primary "informants" are the empirical data points and qualitative insights extracted from authoritative and validated secondary sources. These sources include peer-reviewed journals, official government performance reports (LAKIP), and regional regulatory documents.

By synthesizing the perspectives of the original informants, ranging from government officials and MPP administrators to service users as documented in these foundational studies, this research ensures a high degree of data triangulation. This methodology allows the author to capture the "lived experiences" and administrative challenges within each MPP without the geographical constraints of primary fieldwork, while maintaining the academic rigor necessary for a cross-regional comparative analysis.

Data collection technique

The data collection for this study was conducted using desk research and documentary analysis techniques. Since the research aims to synthesize and compare pre-existing empirical evidence, the collection process focused on gathering high-quality qualitative data from credible secondary sources. This method allows for a comprehensive longitudinal view of the three Public Service Malls (MPP) by accessing a wide array of official records and validated academic observations.

The systematic data collection process involved several stages, such as Literature Search and Screening: The author performed an extensive search through academic databases (such as Google Scholar, SINTA, and Mendeley) to identify peer-reviewed articles specifically discussing the implementation of MPPs in Pati, Jayapura, and Singkawang.

Data Analysis Techniques

The data collected in this study were analysed using a qualitative thematic analysis combined with a cross-case comparative approach. The analysis followed a systematic four-stage procedure:

First, Data Condensation was performed to select and focus on the most relevant qualitative insights about the four dimensions of public innovation. Second, Data Display involved organizing these insights into a comparative matrix to visualize the contrasts between Pati Regency, Jayapura City, and Singkawang City. Third, Cross-Case Synthesis was conducted to identify recurring themes, innovation synergies, and implementation gaps across the three regions. Finally, Conclusion Drawing and Verification were executed by linking the synthesized findings back to the Public Service Innovation Theory to determine the extent of public value creation. This iterative process ensured that the conclusions were grounded in empirical evidence and theoretically robust.

Data Validity and Validity

To ensure the trustworthiness and academic rigor of the findings, this study employs source triangulation as its primary validity strategy. Triangulation was conducted by comparing data obtained from multiple sources and data collection techniques, including peer-reviewed journal articles, official government reports, and regional regulatory documents (Moleong, 2014). Through this process, the consistency and credibility of qualitative evidence can be verified across different institutional perspectives. In addition, the study applies theoretical triangulation, in which empirical findings are systematically interpreted using the four dimensions of Public Service Innovation Theory. By aligning empirical data with multiple theoretical and documentary sources, this approach strengthens the reliability of the analysis, minimizes potential researcher bias, and ensures that the comparative conclusions produced are credible and methodologically robust within qualitative inquiry.

4. Results and Discussion

This research aims to assess the effectiveness of public service innovation across three Public Service Malls (MPPs) in Indonesia, utilizing the Public Service Innovation Theory by De Vries et al. (2016), as the analytical framework. The theory emphasizes that public innovation encompasses the process, organization, technology, and policy dimensions, which are interconnected and aim to create public value. Within this framework, the research findings are analyzed comparatively based on previous studies Ulya & Meirinawati (2023), for Pati Regency, Mirino (2025), for Jayapura City, and Erdi & Rohilie (2023), for Singkawang City.

Public Service Innovation in Pati Regency

Based on Ulya & Meirinawati (2023), the Pati Regency MPP has implemented service innovation in the process dimension, evidenced by accelerated workflow, standardized procedures, and operational efficiency. Furthermore, the establishment of the Pati Regency MPP receives support from the local government in the form of budget allocation, infrastructure, and legal basis. This indicates that the policy dimension plays an active role, allowing innovation to develop and improve, ensuring its sustainability beyond leadership changes. From the perspective of the Public Service Innovation Theory, this process innovation successfully enhances service efficiency and sustainability.

The main constraints identified are unstable internet connectivity, occasional downtime of central websites, and limited physical location, leading to weak inter-agency collaboration. This suggests that organizational and technological innovation have not been optimally developed, preventing the simplified service processes from being fully integrated across inter-agency services. According to De Vries et al. (2016), when process and policy innovation are actively implemented in the MPP, this increases public service efficiency, effectiveness, and quality.

Process innovation enables the standardization and digitalization of service workflows, thereby accelerating responsiveness to community needs. Meanwhile, policy innovation creates a regulatory and governance framework that supports cross-agency integration, ensuring the sustainability and legitimacy of MPP operation. The combination of these two types of innovation not only enhances public value but also opens opportunities for other innovations, such as technological and organizational innovation, thus transforming the MPP into a more responsive, transparent, and accountable public service platform.

Public Service Innovation in Jayapura City

Mirino (2025), found that the Jayapura City MPP successfully implemented radical innovation in the process dimension; the digitalization of services, online queuing systems, and inter-agency data integration have significantly increased efficiency and reduced citizens' waiting times. However, key constraints were found, such as the need for improvements in inter-agency coordination, integration of information technology, and facility limitations.

From the perspective of the Public Service Innovation Theory, this innovation successfully increased service efficiency. Nevertheless, the research suggested the implementation was not yet optimal. To achieve an ideal and sustainable public service, strengthening human resource capacity, inter-agency information system integration, and technological infrastructure enhancement are required. De Vries et al. (2016), emphasize that innovation focused solely on one dimension without support from other dimensions will produce partial public value, which can impede effectiveness and public satisfaction. Consequently, while the Jayapura City MPP successfully implemented process innovation, it still needs reinforcement in the organizational, technological, and policy dimensions to deliver a more significant impact.

Public Service Innovation in Singkawang City

Erdi & Rohilie (2023), identified that the Singkawang City MPP encountered constraints in the technology dimension, particularly related to the lack of service program socialization via social media, leading to weak public enthusiasm, with many citizens preferring to visit the offices of Local Government Work Units (OPD) or vertical agencies. Although process, organization, and policy innovations have been initiated, the instability in the sub-optimal application of technology can reduce overall service effectiveness. Based on the Public Service Innovation Theory, technological innovation is a critical element. While this condition does not directly negate the innovation process, it can limit the optimization of the ongoing process, organizational, and policy innovations. Without adequate technological support, service improvements tend to remain dependent on manual procedures, preventing the maximization of efficiency, data integration, and public response speed. As a result, the public value generated remains partial, even when structural and policy reforms have been implemented.

Based on the research findings described above, the application of the Public Service Innovation Theory, utilizing the specific innovation dimensions by De Vries et al. (2016), in this analysis, the following is as follows.

Thus, the application of the Public Service Innovation Theory (Osborne & Brown) using the specific innovation dimensions defined by De Vries et al. (2016), helps explain why the effectiveness of innovation varies across different MPPs, depending on the dominant innovation dimension and the organization's capacity for change management.

Table 1. Results of Public Service Innovation Theory Application

Region	Dominant Type of Innovation	Innovation Dimension	Main Outcome
Pati Regency	Streamlining of service processes and local government support	Process and Policy Innovation (Incremental)	Increased service efficiency and sustainability, but constrained by weak inter-agency collaboration. (Ulya & Meirinawati, 2023)
Jayapura City	Service digitalization and inter-agency data integration	Process Innovation (Radical)	High efficiency, increased public satisfaction, but requires improvement in inter-agency coordination, information technology integration, and facility limitations. (Mirino, 2025)
Singkawang City	Social involvement and apparatus evaluation	Process, Organizational, and Policy Innovation (Incremental)	Lack of service program socialization via social media, leading to low public enthusiasm as citizens prefer visiting OPD (Local Government Work Unit) and vertical agency offices. (Erdi & Rohilie, 2023)

Comparative Analysis

Based on the findings of the three studies, it is evident that the effectiveness of public service innovation in MPPs is highly influenced by the combination of innovation dimensions implemented:

Dimension 1: Process Innovation

Table 2. Comparative Analysis of Process Innovation

Aspect	MPP Pati	MPP Jayapura	MPP Singkawang	Theoretical Analysis
Service Integration	22 agencies integrated in one physical location. Simple procedures, but still predominantly manual, offering SMS (Sunday Morning Service) and SI DALANG (Ready to Come and Serve Happily) services.	15 agencies integrated, implementing a digital queuing system and a one-gate service concept.	16 agencies, optimized procedures with a one-step service approach.	According to Osborne & Brown, process innovation in Jayapura is transformational (radical), whereas Pati and Singkawang are still incremental, focusing on workflow efficiency.
Inter-agency Coordination	Utilizing a digital dashboard for cross-agency functions.	Conducted through monthly coordination forums.	Coordination based on service culture and integrated SOPs (Standard Operating Procedures).	The level of coordination indicates variations in organizational capacity to manage process innovation.

Dimension 2: Organizational Innovation

Table 3. Comparative Analysis of Organizational Innovation

Aspect	MPP Pati	MPP Jayapura	MPP Singkawang	Theoretical Analysis
Organizational Structure	Managed by the Regional Investment and One Stop Service Agency (DPMPTSP) of the Regency. Top-down model.	Managed by DPMPTSP of Jayapura City.	Managed collaboratively between the City Government (through DPMTK) and vertical agencies/OPDs providing services in the MPP.	Osborne & Brown explain that organizational innovation depends on adaptive structure and apparatus empowerment. Singkawang excels in this aspect.
Innovative Work Culture	Formal adaptation and collaboration under DPMPTSP.	Integration of services and modern facilities.	Adopting technology and gradually adapting.	Singkawang displays a form of contextual innovation based on the social context.

Dimension 3: Technological Innovation

Table 4. Comparative Analysis of Technological Innovation

Aspect	MPP Pati	MPP Jayapura	MPP Singkawang	Theoretical Analysis
Regulatory Basis	Regent Regulation (Perbup) No. 69 of 2020 on Pati MPP.	Mayor Regulation (Perwali) of Jayapura City No. 4 of 2023 on the Implementation of the Public Service Mall.	Mayor's Decree of Singkawang No. 188 of 2017 on the Establishment and Implementation of the MPP.	All regions refer to Presidential Regulation 89/2021, but Singkawang has a policy that is more operational and outcome-based.
Evaluation & Monitoring	Conducted annually by the Regional Inspectorate.	Focuses on process efficiency, digitalization, and employee performance.	Participatory evaluation involving community leaders.	Based on Osborne, the form of evaluation in Singkawang demonstrates systemic innovation because it is based on direct feedback.

Dimension 4: Policy Innovation

Table 5. Comparative Analysis of Policy Innovation

Aspect	MPP Pati	MPP Jayapura	MPP Singkawang	Theoretical Analysis
Regulatory Basis	Regent Regulation (Perbup) No. 69 of 2020 on Pati MPP.	Mayor Regulation (Perwali) of Jayapura City No. 4 of 2023 on the Implementation of the Public Service Mall.	Mayor's Decree of Singkawang No. 188 of 2017 on the Establishment and Implementation of the MPP.	All regions refer to Presidential Regulation 89/2021, but Singkawang has a policy that is more operational and outcome based.
Evaluation & Monitoring	Conducted annually by the Regional Inspectorate.	Focuses on process efficiency, digitalization, and employee performance.	Participatory evaluation involving community leaders.	Based on Osborne, the form of evaluation in Singkawang demonstrates systemic innovation because it is based on direct feedback.

This analysis demonstrates that successful public innovation must exhibit synergy across the process, organizational, technological, and policy dimensions. Singkawang City successfully leveraged a combination of the organizational, technological, and policy dimensions, but to optimize public value, the integration of the process dimension and public participation is also required. Pati Regency and Jayapura City indicate that innovations focusing solely on one or two dimensions tend to have limitations in comprehensively creating public value.

Implications for Public Service Innovation Theory

The results of the comparative analysis of the Public Service Malls (MPP) in Pati Regency, Jayapura City, and Singkawang City provide several important implications for the Public Service Innovation Theory developed by De Vries et al. (2016). Firstly, this research confirms that the theory is highly relevant conceptually in assessing the success of public service innovation, but its application must account for local context and organizational capacity. The variation in innovation effectiveness observed across the three MPPs indicates that public innovation is not merely a technical or procedural change, but a multidimensional process involving the simultaneous integration of process, organization, technology, and policy.

Secondly, the research findings emphasize that the success of public innovation is critically dependent on the synergy between innovation dimensions. Jayapura City MPP, for example, shows that radical innovation in process and technology can significantly increase service efficiency and public satisfaction. However, without adequate support from the organizational and policy dimensions, public participation and social legitimacy can remain limited. This reinforces the argument by De Vries, Bekkers & Tummerts that effective public innovation must be holistic, where every dimension is mutually supportive in creating tangible public value.

Thirdly, this study illustrates the importance of the organizational context and apparatus capacity in determining innovation effectiveness. Singkawang City MPP, despite implementing process innovation, experienced constraints in service consistency due to weak organizational innovation, including the evaluation and training of the apparatus. This suggests that public innovation cannot operate optimally without an adaptive organizational structure and a work culture that supports change, aligning with Maharani & Andhika (2021), a perspective that public innovation is both a social and a technical phenomenon.

Fourthly, this research indicates that the creation of public value remains the primary benchmark for innovation success. Although process and technology can increase efficiency, public value is only truly created if the community perceives tangible benefits from the services, public participation is facilitated, and social legitimacy is maintained. This reaffirms the core tenet of the Public Service Innovation Theory, which is that public innovation is not solely for the internal benefit of the organization but must provide a clear contribution to the community as service users.

Fifthly, the practical implication of these findings is that the De Vries, Bekkers & Tummerts theory can be used as a strategic guideline for local governments in designing and evaluating public service innovation. The theory promotes a systemic approach, where every step of innovation, from process improvement, organizational reinforcement, technology adoption, to policy formulation, is viewed as part of a single unit to enhance the effectiveness, efficiency, and quality of public services.

Overall, the findings of this research expand the understanding of the Public Service Innovation Theory by demonstrating that: (1) innovation dimensions must be applied interactively, (2) local context

and organizational capacity are determinants of success, and (3) public value creation remains the primary indicator of innovation effectiveness. Thus, this theory is not only an academic analytical tool but also holds practical relevance for improving the quality of public services at the local and national levels.

5. Conclusion

This study concludes that the effectiveness of Public Service Malls (MPP) in Indonesia is not determined by a single factor, but rather by the synergistic integration of process, organization, technology, and policy dimensions. The comparative analysis of Pati Regency, Jayapura City, and Singkawang City reveals that while technological advancement acts as a powerful catalyst for radical innovation, as seen in Jayapura, its success is fundamentally dependent on robust organizational readiness and sustainable policy frameworks. In contrast, regions like Singkawang and Pati demonstrate that even with incremental technological adoption, strong inter-agency collaboration and procedural simplification can still generate significant public value. Ultimately, this research underscores that a “one-size-fits-all” approach is insufficient for Indonesia’s diverse geographical landscape. Instead, a balanced multidimensional synergy is required to ensure that bureaucratic reform transcends administrative efficiency and achieves genuine social legitimacy and public trust.

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