

## From Bureaucracy to Innovation: Evaluating the Impact of Public Service Malls on Good Governance in Yogyakarta

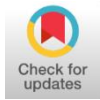
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**Abstract:** This study examines the MPP's implementation through the lens of Good Governance, focusing on participation, transparency, accountability, effectiveness, and efficiency. This research contributes by analyzing how the MPP promotes Good Governance within Yogyakarta. It explores service providers' and citizens' perspectives, offering a nuanced understanding of implementation challenges and opportunities. Findings reveal that the MPP fosters public participation through feedback mechanisms and centralized services. Transparency is enhanced via accessible online and offline information, clarifying procedures and requirements. Accountability is demonstrated through performance reports. The MPP improves effectiveness and efficiency by reducing service times and offering modern systems like drive-thru and online platforms. The Yogyakarta MPP has successfully addressed bureaucratic issues and increased public satisfaction, demonstrating the government's commitment to Good Governance. This innovation offers valuable lessons for nationwide public service improvement. Specifically, it highlights the importance of (1) contextualized design, adapting the MPP model to different regional needs; (2) citizen engagement, actively involving citizens in service design and evaluation; and (3) technology integration to enhance transparency, efficiency, and accessibility. This research serves as a model for improving public services, aligning with transparency, accountability, and efficiency principles. Future research could explore the MPP's long-term impact on citizen trust and government legitimacy.

**Keywords:** Public Services; Good Governance; Public Participation; Public Satisfaction

## INTRODUCTION

Public services have many problems, such as complicated bureaucratic systems, lack of innovation and motivation of state apparatuses, abuse of authority committed by public servants, etc. One example is that there is often illegal collection for a service that should not charge fees in the administrative process. This shows the low quality of public services in Indonesia. The effectiveness of public services for the community is hampered. Public services both at the city level and at the village level must be by structured public service standards such as uniform service procedures, certainty of service completion time, service costs that have been determined at the beginning of service delivery, service products, facilities and infrastructure provided, and the ability or competence of public service officers (DPMPT Kulon Progo, 2019). In connection with public service problems that have not met good public service standards, the Government innovates by making

policies to improve service quality by integrating public services in the Public Service Mall (MPP) (DPMPTSP Yogyakarta, 2022).

MPP is the government's answer to public service problems that often occur, with Government MPP innovating to integrate several public services under one roof. Based on PANRB Regulation Number 23 of 2017, Public Service Malls are places where public service activities occur for goods, services or administrative services. This mall expands the function of integrated services at the centre and in the regions and the services of State-Owned Enterprises and Regional and private-owned enterprises to provide fast, easy, affordable, safe, and convenient services (Bogor, 2023). MPP is proposed to simplify services to shorten time, procedures, and licensing. MPP's main goal is to make the community easier by providing fast, easy, affordable, safe, and convenient services. With the existence of MPP, the community is given the convenience to access all the necessary administrative needs. Then, with the integration of public services in MPP, it is useful to reduce the mobility of people who will take care of more than one service (MENPANRB, 2021). MPP also provides integrated information systems to achieve accurate public services and follow good public service standards. MPP has been spread and applied in several regions of Indonesia, including Yogyakarta.

MPP Yogyakarta City is the 3rd MPP in DIY Province and the 70th MPP in Indonesia. MPP's presence in Yogyakarta City aims to improve the quality of good public service provision. The soft launching of MPP in Yogyakarta was first carried out in 2021 by integrating licensing and non-licensing services from the Regional Government, BUMD/BUMN, and the private sector in the same place (Widiyaningrum, 2022). MPP Yogyakarta City, together with 25 institutions and institutions work together to provide services to the community; the services provided include 64 licensing services, 110 non-licensing services, six commercial services, 37 vertical institution services, and various other services available there (Rusqiyati, 2022). In addition to face-to-face services, MPP Yogyakarta City also provides online services integrated with Jogja Smart Service (JSS) (adminwarta kota yogyakarta, 2021). This makes it easier for people to get services without waiting long and needing a lot of mobility. The existence of several innovations made by the Yogyakarta City Government to provide better services for the community shows that the implementation of MPP in Yogyakarta City has progressed since the soft launching was carried out. The implementation of MPP Yogyakarta City is one of the steps taken by the Yogyakarta City Government in building a climate of good governance.

Scholarly discourse has been carried out in many studies related to MPP. (Puspita Lestari et al., 2020) found that the benefits of the MPP in improving the quality of public services were assessed from the economic value and public satisfaction in accessing the services provided by the MPP. (Yuspita Widiyaningrum, 2022) found that the effectiveness of MPP can be measured by the extent to which MPP provides convenience to the community in a transparent and accountable manner. (Irawan & Nizar (2021) found that there is a need for assistance in managing the MPP website, which aims to provide knowledge transfer and increase the capabilities of website operators at the DPMPTSP office. (Siti Lia Anggraeni et al., 2023) found that the quality of MPP must meet

the principles of public service, namely tangible, reliability, responsiveness, assurance and empathy. (Sakawati, 2024) found that organizational culture has an influence in increasing the effectiveness of public services of MPP. (Safrizal et al., 2024) found that the lack of quality of MPP is determined by fairness, transparency, accountability and professionalism in services, resulting in a low sense of responsibility among employees in providing quality services.

(Intan, 2020) the community satisfaction index determines MPP's success, which assesses the ease of procedures by service users and the speed of time provided when providing services. (Muslim et al., 2022) found that the regional government budget influenced the development of MPP in accommodating community services to make it fast, easy, transparent and not complicated. (Nuraeni et al., 2023) the implementation of big data in the use of MPP is crucial in making it easier for people to get the queue number for the desired service without having to queue for a long time. (Obad, 2023) MPP and the smart city concept are closely connected through their shared goal of enhancing public services using digital technology and efficient governance. (Ruslan Mohamad Jasin Saleh, 2024) MPP and e-governance aim to enhance public service delivery through digitalization and efficiency. MPP centralizes multiple government services, streamlining bureaucracy and improving accessibility.

Based on the previous literature, there is more focus on the quality of MPP, the effectiveness of MPP, the benefit of MPP, factors of success and failure of implementing MPP, the relation between MPP and smart city, big data and e-governance. However, there is still a gap remaining, which has not included how the MPP was formed to improve the quality of public services by achieving good governance, in their processes of carrying out its duties and obligations as a state organizer has a goal to ensure the welfare of its people. Therefore, to fill the remaining gap, this research focuses on implementing good governance in MPP by utilizing the good governance framework introduced by (Sedarmayanti, 2014). The aim of utilizing this framework is to see whether the MPP accordance with the framework of good governance in improving the quality of public services as well as achieving the government's goals in a good governance system or contradicting the framework. This research will take the case study of MPP in Yogyakarta city as a top 70th MPP in Indonesia. To analyze the MPP Yogyakarta City, this research will adopt four indicators of good governance such as participation, transparency, accountability, effectiveness and efficiency.

### **Good Governance conceptual framework**

Good Governance is related to the management system and is characterized by the government's openness to criticism from the public (democracy) (Qothrunnada, 2021). Another characteristic of good governance that we can see is if political, economic, and administrative authorities synergize. Good governance is the active and productive cooperation between the State and citizens, and the key to its success lies in the powers participating in political administration (Keping, 2018). While (Sulaeman et al., 2019) argued that good governance is a framework of management, administration, development and empowerment. Good governance is a suitable concept that many

people desire, but its implementation looks difficult due to several inhibiting factors ranging from the quality of the actors to the infrastructure that is less supportive. (Risetya, 2022) found that good governance has nine indicators including participation, rule of law, transparency, responsiveness, consensus, equity, effectiveness and efficiency, accountability and strategic vision.

According to (Sedarmayanti, 2014), good governance is a concept that analyzes and relates to improving the performance of both an organization as well as public services. (Sedarmayanti, 2014) argued that there are four main elements related to good governance from the perspective of public services, namely 1) Accountability, requiring the government to be responsible for all policies made; 2) Transparency, the government is required to have a transparent attitude in carrying out its duties and functions; 3) Openness, accepting people's contributions in the form of responses and criticisms to government in transparency; 4) The rule of law, characteristics in good governance there is legal guarantee and certainty for the sense of justice of the community in every policy made by the government (Widanti, 2022).

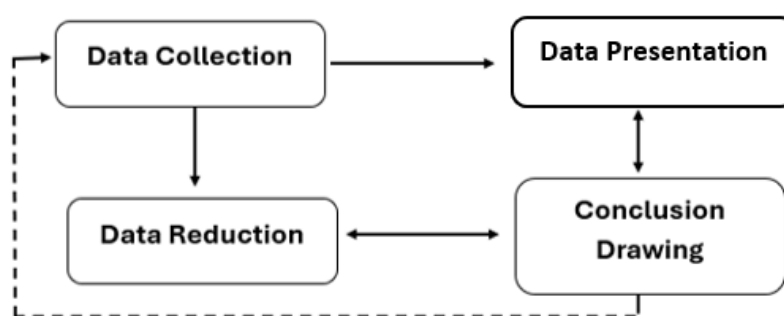
Based on these four elements, there are several indicators used to see the success of MPP in providing public services to the community by applying the concept of good governance, namely 1) Participation, the demands of community needs in public services that the local government must meet; 2) Transparency, a government that is transparent in carrying out its duties is one of the supporters of the creation of a good governance system; 3) Accountability, this is needed in creating a climate of good governance in government by looking at government accountability in responding to community demands which has become its duty; 4) Effectiveness and efficiency, to fulfil the implementation of good governance in government, effective policies are needed. The four indicators of the theory of good governance are used to see the suitability of the implementation of MPP Yogyakarta with its objectives.

## **METHOD**

This research utilized a descriptive qualitative approach to provide a comprehensive understanding of implementing the Public Service Mall (MPP) in Yogyakarta City as a public service innovation grounded in the principles of good governance. The qualitative approach enables the exploration of in-depth insights into the processes, challenges, and impacts of integrating various services into a single, streamlined system. By focusing on the Public Service Mall, the study aims to reveal how this innovation improves efficiency, accessibility, and responsiveness in public service delivery while aligning with the principles of accountability, transparency, and community participation. The research location is the Public Service Mall of Yogyakarta City, an integrated service centre for various community needs. The research subjects included three main groups: officials of the One-Stop Investment and Integrated Services Agency (DPMPTSP) as policymakers, managers of the Public Service Mall as operational implementers, and service users who are beneficiaries of the innovation.

The collected data were analyzed using the interactive method of the Miles & Huberman model, which consists of four stages. First, data collection was carried out by

collecting all relevant information from various mass media and official government websites. Second, data reduction was carried out by sorting and simplifying data related to the principles of good governance, such as transparency, accountability, participation, effectiveness and efficiency. Third, the reduced data was presented as descriptive narratives, tables, and diagrams to facilitate interpretation and analysis. The last stage is conclusion drawing, where the findings are further analyzed using good governance theory, resulting in strategic recommendations to improve the implementation of the Public Service Mall in Yogyakarta City.



**Figure 2.** Research Method  
Source: Miles & Huberman (2014)

## RESULTS

The implementation of MPP Yogyakarta is a strategic step in realizing good governance at the regional level. MPP is designed to integrate various administrative services under one roof, overcome complex bureaucratic problems, and improve the efficiency and effectiveness of public services, with 64 licensing services, 110 non-licensing services, and other services, which can be seen in table 1. MPP aims to provide fast, transparent, affordable, and easy services for the community. MPP Yogyakarta also utilizes digital innovations, such as the SIMPPONI online information system, the SiPaDi digital call service, and the online document management system. The community can access services directly or use special services such as drive-thru or home service for those with limited mobility. In terms of good governance according to (Sedarmayanti, 2014), the success of the Yogyakarta MPP is measured through four indicators, namely participation, transparency, accountability, and effectiveness and efficiency.

**Table 1.** MPP Yogyakarta Implementation Based on Service Aspects

Aspects	MPP Yogyakarta Implementation
Type of Services	<ul style="list-style-type: none"> <li>• 64 Licensing Services</li> <li>• 110 non-licensing services</li> </ul>

	<ul style="list-style-type: none"> <li>• Special Services (Drive-thru)</li> </ul>
<b>Digital Inovation</b>	<ul style="list-style-type: none"> <li>• SIMPPONI (National Online Public Service Information System)</li> <li>• SiPaDi (Digital Call Service)</li> <li>• Jogja Smart Service (JSS)</li> <li>• Online Management System</li> </ul>

Source: Eka Arifa Rusqiyati (2022)

Public participation is realized through discussion forums to convey aspirations and criticisms. Participation is a crucial element in ensuring that public policies and services provided by the Yogyakarta MPP truly reflect the needs and aspirations of citizens. The concrete form of this participation is realized through various discussion forums that allow the public to convey opinions, criticisms, and input related to the quality of service. The existence of this mechanism not only strengthens public involvement in decision-making, but also increases the legitimacy and responsiveness of public service institutions to community needs. Transparency is implemented by providing easily accessible service information, both online and offline. Meanwhile, transparency creates an open public service system that the public can trust. The implementation of transparency in the Yogyakarta MPP is reflected in providing service information that the public can easily access through online platforms such as official websites and applications and offline through information centres available at service locations. Accountability is seen in annual performance reporting, which includes service statistics and completion times. This reporting serves as an internal evaluation tool for MPP management and allows the public and other stakeholders to assess the extent to which public services are run effectively and in accordance with established standards. Meanwhile, effectiveness and efficiency are achieved through integrated services and modern technology, such as online applications that further increase efficiency in queue management, document processing, and information delivery. Thus, effectiveness and efficiency speed up bureaucracy and increase public satisfaction as service users.

With various conveniences that have been presented, such as online services through the Jogja Smart Service (JSS) application, special drive-thru services for easy access, and home services for people with limited mobility, MPP Yogyakarta shows the government's commitment to continue improving the quality of public services. This commitment can be seen from various efforts that not only focus on effectiveness and efficiency but also on increasing the comfort and convenience of the community in accessing the services they need. These various conveniences provide real solutions to various bureaucratic obstacles that were previously considered complicated and time-consuming. MPP is a centre for public services and a symbol of a more responsive, transparent, and accountable government transformation. By integrating various services from the government sector, State-Owned Enterprises (BUMN), and Regional-Owned Enterprises (BUMD) into the private sector, MPP has succeeded in creating an integrated service ecosystem that is more easily accessible to the public.

## **DISCUSSION**

The quality of good public services determines the success of the government in carrying out its duties and functions. The quality of public services that are not good also affects the decline in the level of public trust in the government (Izzul Fatchu Reza, 2020). All governments in the world are striving to create quality public services for their people.

Quality public services are carried out in accordance with the good governance system. Good governance is one of the important principles in public service innovation that must be considered by the government in providing public services for its people (Muliawaty & Hendryawan, 2020). Public service innovation that will be carried out by the government is the answer to various problems faced by all governments in the world, not to mention the Indonesian government. One of the problems of public services in Indonesia is bureaucratic public services, so these public services seem complicated and inefficient. (Sumantri, 2022) has found that Indonesia's bureaucratic culture, influenced by colonial legacies, often results in convoluted procedures and a lack of transparency. Furthermore, this problem requires the government to evaluate its policies by providing better innovations. Innovation in public services carried out by the government to answer these problems is to unite public services in one place, namely by building public service malls (MPP) in each region.

MPP is a public service centre that integrates several public services under one roof and has spread across several cities in Indonesia, including Yogyakarta City. MPP Yogyakarta City was officially established in October 2022 to improve the quality of public services provided to the community. The concept of MPP is like a mall in general, which contains several brands. However, the difference is that this MPP consists of several public services such as population services, education, health, administration, licensing, and so on (Burhan, 2020). MPP Yogyakarta City has an online MPP website and application that the public can widely access to get information related to services besides that, the public can also access more efficient online services such as KTP repair services. People who want to repair KTP no longer need to come directly to the place but can easily do online by filling in the terms and conditions for KTP repair in the JSS application and then waiting for confirmation from The service centre, and the next day's ID card can be taken directly. In addition, several facilities in MPP Yogyakarta City do not exist in other cities or provinces, such as the participation of people with disabilities in empowerment and the availability of facilities for the disabled, such as special counters for the disabled.

MPP Yogyakarta City provides several types of services that can be used by the community, such as the TAMU (Face-to-Face) service, which requires people to schedule a face-to-face consultation first in the online MPP application, then the SANTER (One Stop Integrated) service, which is a service between counters that are connected, at MPP Yogyakarta City it also provides GOT (Crossing the Platform Can Be Fast) service which is done with a drive-thru system without getting off the vehicle, and NAN HARUM (Home Attendance Service) service, which is a service that can be served at home for people who have difficulty or are unable to come to MPP (Liasari, 2022). MPP Yogyakarta also provides several service systems that people can choose and use, such as tools to print their documents. These include the Self-Printing Platform, printing tools that can take care of various population documents, namely the Self-contained occupation and civil registration platform, and NANDRI (Self-Service) services that can be done alone through self-service platforms. MPP Yogyakarta City made several recent innovations, such as its online service supported by SIMPPONI (Integrated Online Public Service Mall Information System), SiPaDi (Digital Call System), Digital Archives, SIM DOK (IMB Document Management Information System), Print From Home (PFH), and Check Point Jogja (Check Yogyakarta Investment Potential), and others (DIY, 2022). These innovations show that the Yogyakarta City Government is serious about improving the

quality of public services in its region and supporting the creation of good governance in government.

In achieving its goals, MPP Yogyakarta City applies the principles of good governance, such as participation, transparency, accountability, effectiveness, and efficiency. The following is the implementation of MPP Yogyakarta City, which shows conformity with the principles of good governance, as follows:

1. Participation from the community in determining decisions and developing public services can be observed from the implementation of activities to accommodate aspirations and criticisms from the community for the quality of public services provided. The community welcomes the services provided by MPP because it makes it easier for them to get many services by coming to only one place.
2. Transparency: This elaborates how the government, in its administration, in providing its services, is transparent to the public, and the public can understand its data. In this case, transparency is carried out by MPP public servants of Yogyakarta City by providing information and procedures that the public must carry out to obtain the desired services with the availability of information boards that are installed in each service place and the web and online MPP application. MPP Yogyakarta City also provides online information related to budget and procurement.
3. Accountability, every public servant has responsibilities related to public services to the community. The accountability of the MPP of Yogyakarta City can be seen from the annual report related to the performance of public services provided to the community, which contains information about the types of public services that are most in demand, service completion time, information on the number of visitors, and others.
4. Effectiveness and efficiency, this can be used to see the success of a policy, whether the policy is proven effective and efficient for the community or not. The effectiveness of public services in MPP Yogyakarta City can be seen from the relatively fast time public servants need to complete their services and the availability of drive-thru service systems and other services. The efficiency in MPP Yogyakarta City can be seen from the ability to manage its resources using management principles, modern technology, and online MPP websites and applications to optimize service performance.

According to good governance approach above, MPP Yogyakarta have a significant impact due to its implementation throughout the city. The impacts such as first improving public participation which could enhance community involvement in decision-making and public service development as well as create a platform for community feedback, ensuring that services align with societal needs. Second, it create enhanced transparency which supported by The provision of clear, accessible information through information boards, websites, and online applications increases trust in government services. Third, strengthened accountability by documenting service demand, completion time, and visitor statistics, MPP Yogyakarta provides measurable evidence of its effectiveness. Lastly, it can increase efficiency through digitalization by integrating modern technology, including online platforms and mobile applications, which streamlines public service processes. The establishment of MPP Yogyakarta positively impacts public service delivery by aligning with good governance principles. It



fosters greater citizen engagement, enhances transparency and accountability, and ensures more effective and efficient service provision. This advantage aligns with broader public service reforms observed in other regions. However, there is a difference between MPP Yogyakarta and several regions in terms of good governance aspect. The result can be seen in table 2 below.

**Table 2.** Comparation Between MPP Yogyakarta and Several Regions

Aspect	MPP Yogyakarta	MPP DKI Jakarta	MPP Surabaya	MPP Bandung	MPP Bekasi
Participation	Active public engagement through feedback mechanisms and service evaluation	Public consultations and community input in policy planning	Community-driven initiatives to improve service accessibility	Public satisfaction surveys, and integration remains weak	Public participation is encouraged but not all agencies are involved
Transparency	Clear information through physical boards, websites, and online applications	Extensive digital transparency in budgeting and procurement	Open data initiatives and real-time tracking of service request	Transparency efforts exist, but data integration is a challenge	Clarity in procedures, service time, and costs improve trust
Accountability	Annual reports on service performance, visitor statistics, and efficiency metrics	Performance monitoring for agencies	Monthly evaluations of service outcomes and efficiency	Performance monitoring exists but lacks strict enforcement	Need for stronger regulations to bind institutions
Effectiveness	Reduced service time, drive-thru options, and digital integration	Multi-agency collaboration for integrated services	Enhanced coordination between local government departments	Service centralization improves accessibility but lacks full integration	Increased public visits due to service clarity and convenience
Efficiency	Digitalization and resource optimization for better service management	E-government services to reduce administrative burden	Hybrid physical-digital service model for maximum efficiency	Limited human resources hinder optimal efficiency	Needs stronger regulatory frameworks for inter-agency collaboration

Source: (Irma, 2022; Kurniawan et al., 2021; Yuspita Widiyaningrum, 2022)

Table 2 compares MPP Yogyakarta and MPP in several regions (Jakarta, Surabaya, Bandung, and Bekasi). These comparison highlighting significant differences in how these regions implement public service innovations within the framework of good governance. MPP Yogyakarta demonstrates a strong commitment to public participation by actively involving citizens through feedback mechanisms and service evaluations. This approach ensures that public services align with community needs, fostering a more inclusive governance structure. In contrast, Jakarta and Surabaya emphasize structured public consultations, with Surabaya notably encouraging community-driven initiatives to improve service accessibility. Bandung and Bekasi, while promoting public engagement, face challenges in fully integrating citizen participation into their policy-making processes. Transparency in MPP Yogyakarta is achieved through the availability of clear service information, both online and offline. This ensures that citizens can easily access details regarding procedures, timelines, and service costs, thereby enhancing trust in public administration. Jakarta stands out in digital transparency, particularly in budgeting and procurement, while Surabaya leverages open data initiatives that allow real-time tracking of service requests. Bandung, however, struggles with data integration, limiting its ability to ensure full transparency. Despite progress in procedural clarity, Bekasi has yet to establish a comprehensive system for public data access.

Accountability is a key strength of MPP Yogyakarta, reflected in its annual performance reports, which provide insights into visitor statistics, service demand, and efficiency metrics. These reports serve as a tool for evaluation and improvement, reinforcing the government's responsibility to the public. Jakarta and Surabaya also maintain agency performance monitoring systems, with Surabaya conducting monthly evaluations to ensure service effectiveness. Bandung and Bekasi, on the other hand, encounter difficulties in enforcing accountability measures, as regulatory frameworks for monitoring remain relatively weak. In terms of effectiveness, MPP Yogyakarta successfully integrates digital solutions such as drive-thru services and online applications to streamline administrative processes and reduce service times. Through multi-agency collaboration, Jakarta and Surabaya enhance their effectiveness, ensuring that government departments work together to provide seamless public services. Meanwhile, Bandung centralizes its services but lacks full integration across different agencies, limiting its overall impact. Bekasi benefits from increased public engagement due to clearer service procedures, but it continues to face structural challenges in optimizing service delivery.

Efficiency is another area where MPP Yogyakarta excels, largely due to its adoption of digital platforms and resource optimization strategies. By integrating modern technology, such as online service management systems and self-service kiosks, the MPP reduces bureaucratic bottlenecks and enhances service accessibility. Jakarta follows a similar approach through its e-government services, designed to minimize administrative burdens and improve responsiveness. Surabaya employs a hybrid model that combines physical and digital services to maximize efficiency. However, Bandung struggles with human resource limitations that hinder its ability to deliver optimal service, while Bekasi requires stronger regulatory frameworks to improve inter-agency collaboration and service coordination.

## CONCLUSION

Public services in Indonesia that are bureaucratic and far from the implementation of good governance affect the lack of quality of public services provided to the community. This problem makes the government innovate to improve the quality of public services to the community by building MPP. Several indicators of good governance show that a public service can be said to be good, the first, participation, transparency, accountability, effectiveness and efficiency. The implementation of MPP Yogyakarta City, analyzed from the four indicators, can be considered good for improving the quality of public services. The establishment of a discussion forum for the community to participate in determining and deciding policies, the availability of information both offline and online that the public can access, accountability of public servants with the availability of annual reports, and all systems and types of services available at MPP Yogyakarta City that increase the effectiveness and efficiency of time and place for the community. With the presence of this MPP, it can answer public complaints against the previous bureaucratic public service system. It can make it easier for people to get quality and integrated services. MPP as a public service innovation in order to improve the quality of service delivery to the community is the right and efficient choice by combining several public service agencies under one roof, greatly facilitating and reducing public mobility. The construction of the MPP shows the government's seriousness in creating a good governance climate in accordance with the concept of good governance.

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