

# Policy innovation in public services: the project development of public service mall in Barru Regency, Indonesia

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### **Abstract**

Public service innovation has become a strategic approach to improving the quality of public services in many places in Indonesia. This study analyzes the development of the Public Service Mall (PSM) in Barru Regency as an integrated service model that aims to improve efficiency, accessibility, and community satisfaction. Using a qualitative explanatory case study approach, data was collected through in-depth interviews, direct observation, and analysis of official documents. The results showed that PSM in Barru Regency has increased the speed and convenience of public services by decreasing bureaucratic complexity and consolidating various service units into one single location. However, several challenges remain, particularly in terms of inter-agency coordination, human resource capacity, and digital infrastructure development. This research provides a critical analysis of such barriers and suggests policy recommendations to strengthen governance mechanisms, standardize services, and encourage public participation. Finally, this research contributes to the academic discourse on public service innovation and offers practical insights for replicating and refining integrated publis service delivery models in other regions of Indonesia.

**Keywords:** policy innovation, integrated public services, public service mall, bureaucratic reform

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## Introduction

Public service innovation in Indonesia represents a strategic and necessary response to the multifaceted governance challenges faced by the country, particularly in enhancing the quality, efficiency, and accountability of public services (Asmara et al., 2024; Smoke, 2015; Turner et al., 2022). The increasing complexity of public administration, combined with heightened citizen expectations for improved service delivery, has driven the government to seek innovative solutions in public sector management. These innovations aim to bridge the persistent gap between traditional bureaucratic procedures and the evolving, dynamic needs of society, ensuring that government services become more accessible, transparent, and responsive to public demands (Denhardt & Denhardt, 2015; Simanulang, 2021).

Indonesia's public sector has embraced various innovations to improve productivity and governance, with thousands of innovations reported through national programs such as the Public Service Innovation Competition Program. These initiatives have led to measurable improvements in service delivery by streamlining processes, reducing bureaucratic delays, and enhancing transparency and accountability, thereby boosting overall governance quality. Public service innovation also fosters citizen participation and data-driven decision-making, which are critical for transparent and accountable governance (Janssen et al., 2017; Magakwe, 2025).

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The state of public service improvement in Barru Regency is characterized by innovation and breakthrough efforts, particularly through the introduction of the Digital Village Application. According to Kasmiah et al. (2024), digides has markedly improved administrative efficiency, transparency, and service accessibility in rural communities, addressing longstanding gaps in public service delivery. The application's adoption underscores the local government's proactive efforts to drive digital transformation, even in geographically isolated areas. By streamlining bureaucratic processes, Digides has reduced reliance on in-person visits to government offices while enhancing the reliability of village-level data management. Such outcomes not only demonstrate the tangible benefits of digitization but also underscore its broader potential to revolutionize grassroots governance-enabling faster, more accountable, and citizen-centric services. These findings align with global evidence on how digital tools can bridge inequities in rural service provision, positioning Barru Regency as a case study for scalable innovation in Indonesia's public sector.

However, the effectiveness of public service innovation at the district or regional level, especially in the development of the public service mall, remains underexplored and presents several critical challenges. While village-level innovations like Digides have shown promising results, the integration of more complex and multi-sectoral services within the public service mall framework requires a higher level of institutional readiness, inter-agency coordination, and digital infrastructure development. Furthermore, challenges such as limited human resource capacity, bureaucratic fragmentation, technological disparities, and low public participation continue to hinder the optimal project development of public service mall in Barru Regency. Therefore, further investigation is necessary to understand the dynamics, obstacles, and strategic efforts required to strengthen public service mall as an integrated model of public service innovation at the regional level.

Indonesia's government has promoted the public service mall as an integrated service delivery model that unites various services from government agencies, state-owned enterprises, and private sectors into a single service center to improve accessibility, efficiency, and citizen satisfaction (Saputro 2024; Hasanah, et al 2023). The establishment of public service mall represents a strategic policy innovation aimed at accelerating bureaucratic reform and addressing the fragmentation of public services in Indonesia. Through public service mall, the government seeks to bring multiple services closer to the community, eliminate overlapping procedures, and create a more citizencentric service environment. This approach reflects the broader vision of the Indonesian government to transform public service delivery systems into more adaptive, responsive, and technology-driven platforms aligned with good governance principles.

Public service mall development still faces various obstacles such as inter-agency coordination, human resource limitations, digital infrastructure gaps, and low digital literacy among service users (Maulana et al., 2024). These obstacles underscore the intricate nature of coordinating multiple service providers under a unified system, especially for local governments constrained by limited administrative capabilities and resources. Compounding these difficulties, the inconsistent advancement of ICT infrastructure nationwide widens regional service gaps, hindering efforts to maintain uniform service quality and streamline operations. A further complication arises from

varying levels of community preparedness and digital competence among citizens, which restricts the full potential of public service mall utilization. Consequently, overcoming these barriers demands a comprehensive approach that extends beyond technological upgrades to encompass systemic reforms, skills development initiatives, and the enhancement of capabilities for both public service personnel and end-users (Akgün et al., 2024; Latupeirissa et al., 2024).

The Indonesian government has been promoting public service malls as an integrated service delivery model, which integrates various products and services from government agencies, state-owned enterprises, and the private sector into a single service center, its aim to improve accessibility, efficiency, and citizen satisfaction (Brinkerhoff & Wetterberg, 2013; Saputro, 2024). The establishment of public service mall represents a strategic policy innovation aimed at accelerating bureaucratic reform and addressing the fragmentation of public services in Indonesia. It serves as an institutional platform that simplifies service procedures, reduces administrative bottlenecks, and enhances public access to essential government services. By consolidating diverse services within one centralized location, the public service mall model not only improves service delivery efficiency but also fosters transparency, accountability, and responsiveness in public administration.

Through public service mall, the government seeks to bring multiple services closer to the community, eliminate overlapping procedures, and create a more citizencentric service environment (Ilhami, 2020; Lestari et al., 2020). This approach reflects the broader vision of the Indonesian government to transform public service delivery systems into more adaptive, responsive, and technology-driven platforms aligned with good governance principles. It also aligns with global trends in public sector innovation, where digital transformation and service integration have become critical instruments to enhance institutional performance and improve citizen satisfaction. In this regard, the project development of public service mall signifies not merely an administrative reform but a paradigm shift towards integrated and collaborative public service governance.

Based on the previous considerations, this study aims to analyze the project development of public service mall in Barru Regency as a model of public service innovation that integrated digital technology, collaborative governance, and citizencentered services. The study focuses on exploring the project development process, identifying key challenges, and evaluating the impact of public service mall on the quality of public service delivery at the regional level. It seeks to understand how the integration of multiple service providers within the public service mall framework contributes to improving service efficiency, accessibility, and responsiveness in meeting citizens' needs. In addition, this study investigates the institutional dynamics, coordination mechanisms, and community engagement strategies that influence the success of public service mall development in Barru Regency.

This research makes significant contributions to the literature on public service innovation, particularly regarding local governance and integrated service models in developing country contexts. By examining the intersection of collaborative governance and digital transformation in regional public service delivery, the study generates novel insights into their practical implementation. Beyond theoretical contributions, the

findings provide actionable policy recommendations for improving Indonesia's integrated public service framework, specifically through better inter-agency cooperation, institutional capacity development, digital infrastructure enhancement, and increased citizen engagement in e-government services. Furthermore, the empirical evidence from Barru Regency establishes a valuable benchmark for other jurisdictions aiming to replicate such innovative service models to enhance governance effectiveness.

#### **Research Methods**

This study used a qualitative explanatory research approach using a case study design to explore the project development of a public service mall as a public service innovation in Barru District, Indonesia. The case study method is considered appropriate for this research because it allows an in-depth and contextual exploration of complex governance processes, particularly in understanding the dynamics of public service integration, inter-agency coordination, and community participation within the implementation of public service mall (Hyman & Li, 2018).

Data were collected through in-depth interviews, direct observations, and document analysis. The primary data sources included key informants, such as local government officials involved in public service mall management, frontline service providers, and community service users. The selection of informants was purposively conducted to ensure their relevance and expertise in relation to the research focus (Miles et al., 2014; Ramvi, 2017). Secondary data were obtained from official documents, policy regulations, service standard operating procedures (SOPs), and statistical reports related to the operation and performance of public service mall in Barru Regency. Document analysis was conducted to support the triangulation of data and to enhance the validity of the findings (Kristiansen et al., 2017).

Several strategies were applied to ensure the credibility and reliability of the research, including data triangulation, member checking and prolonged engagement in the field. Triangulation was carried out by comparing data obtained from interviews, observations, and document analysis. Member checking was conducted to validate the accuracy of the interview results with the respective informants (Korstjens & Moser, 2018). Data analysis was carried out interactively through three stages: data reduction, data display, and conclusion drawing. The analysis process was guided by the Miles and Huberman model (Miles et al., 2014), which allowed the researcher to identify patterns, interpret meanings, and generate analytical categories from the collected data. This methodological approach is expected to provide a comprehensive understanding of the project development of public service mall in Barru Regency, including its challenges, strategies, and impact on the quality of public service delivery.

## **Results and Discussion**

## Impact and Effectiveness of PSM at Barru Regency

The findings of this study indicate that the project development of public service mall in Barru Regency has brought several improvements in public service delivery. The integration of 22 service units and 114 types of services within a single service center has simplified the bureaucratic process, reduced service delays, and improved service accessibility for the community. This is consistent with previous studies (Hasanah et al.,

2023) which emphasize that the PSM model enhances service efficiency and promotes a citizen-centered approach in local governance.

# Summary of the Community Satisfaction Survey

The Community Satisfaction Index data from various service units in Barru Regency in 2021 showed an improvement in service quality following the development of public service mall. Some service units with the highest community satisfaction index include

Table 1. Community Satisfaction Index (CSI) Improvement Table

Service Unit	CSI Before PSM	CSI After PSM	Percentage Increase (%)
Mallusetasi District Gov.	78.2	89.81	14.86
Palakka Community Health	72.6	84.99	17.06
Center			
Barru District Gov.	74.3	85.59	15.19
Barru General Hospital	70.1	81.13	15.72

Source: PSM Barru 2023

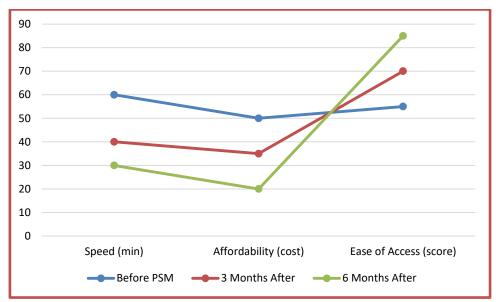
The project development of the public service mall in Barru Regency has had a significant positive impact on increasing the Public Satisfaction Index in various service units. Based on 2023 data, all service units covered by the public service mall experienced an increase in IKM with an increase ranging from 13.86% to 17.06%. The highest increase occurred at the Palakka Community Health Center by 17.06% (from 72.6 to 84.99), followed by the Barru General Hospital by 15.72% (from 70.1 to 81.13), while the lowest increase occurred in Balusu District Gov. by 13.86% (from 85.4 to 97.22). The average increase in CSI of 15.34% shows the effectiveness of the public service mall model in improving the overall quality of public services.

The varying pattern of improvement between service units indicates differences in the impact of public service mall development. Health services such as the Palakka Community Health Center and the Barru General Hospital, which previously had relatively low CSI, showed a more significant increase compared to administrative units such as sub-districts. This shows that PSM has succeeded in overcoming fundamental problems in health services, such as complicated procedures and long waiting times. Meanwhile, service units that already had a fairly high initial CSI, such as Balusu District Gov. (85.4) and Mallusetasi District Gov. (78.2), continued to show an increase, although with a lower percentage, indicating that PSM has also succeeded in maintaining and improving the quality of services that are already good.

The achievement of this public service mall project in Barru Regency is due to several key factors, including the integration of various services in one location that makes it easier for the public, the simplified administrative procedures, and the use of technology to accelerate the service process. However, to ensure sustainability and further improvement, efforts are needed such as strengthening human resource capacity, expanding digital infrastructure, and adjusting strategies for certain service units that still have room for greater improvement (Domingues et al., 2017; Montecalvo et al., 2018). These findings also provide a strong basis for other local governments to consider implementing a similar model with adjustments according to the characteristics and needs of each region.

## Efficiency and Accessibility

The project development of the Public Service Mall (PSM) in Barru Regency has considerably transformed public service delivery by substantially improving efficiency and accessibility for the public. This innovative approach has yielded measurable improvements across multiple dimensions of service quality, most notably in terms of speed, affordability, and user convenience. By consolidating various government services into a single, integrated location, the PSM has effectively addressed longstanding challenges related to bureaucratic fragmentation and service decentralization. The community now benefits from streamlined processes that have dramatically reduced the time required to complete administrative procedures - what previously might have taken days or multiple visits to different offices can now often be completed in a single visit. Moreover, the centralized nature of the PSM has led to significant cost reductions for service users, eliminating the need for repeated transportation expenses and minimizing opportunity costs associated with lengthy service acquisition processes. The convenience factor has been particularly transformative, as citizens can now access diverse services ranging from civil registry documents to health administration and business permits all under one roof, with standardized operating procedures and clear service benchmarks.



**Figure 1.** Efficiency and Accessibility public service mall *Source: public service mall Barru, 2023* 

The data presented in Figure 1 demonstrates significant improvements in service efficiency and accessibility following the project development of the Public Service Mall (PSM) in Barru Regency, with measurable progress observed across three key metrics; processing speed, affordability, and ease of access. In terms of processing time (measured in minutes), the data reveals a dramatic reduction from the pre-PSM baseline to the 6-month evaluation period, indicating that services which previously required substantial time commitments are now being completed in a fraction of the original duration. The affordability metric shows a similar positive trajectory, with costs to users declining steadily over the monitoring period, reflecting the PSM's success in eliminating redundant fees and minimizing indirect expenses associated with service acquisition. Most prominently, the accessibility score (represented by a scaled metric) showed a substantial increase, almost doubling from baseline to 6-month data,

underscoring the transformative impact of having a range of integrated services in single location.

This is three indicators collectively showed how the PSM model has addressed fundamental problems in public service delivery. These include the time burden on citizens, the financial cost of accessing services, and the physical and logistical challenges of navigating different government agencies. The progressive nature of these improvements (with consistent gains observed at both the 3-month and 6-month intervals) suggests that the benefits of PSM project development compound over time, likely as both administrators and users become more familiar with the integrated system. The convergence of these positive trends explains the rising community satisfaction indexes observed elsewhere in Barru's PSM evaluation, as reduced wait times, lower costs, and improved convenience naturally translate to higher user satisfaction.

This data provides empirical validation for the PSM approach as an effective model for public service reform, particularly in addressing the triple challenges of bureaucratic inefficiency, service fragmentation, and accessibility barriers that commonly plague government services in developing regions. that similar integrated service approaches could be successfully replicated The sustained nature of these improvements over the six-month period also indicates that the model demonstrates promising sustainability, rather than representing merely short-term gains. These findings have important policy implications, suggesting in other jurisdictions, with appropriate adaptations to local service contexts and administrative ecosystems.

## **Comparative Analysis and Implications**

Comparative analysis with international best practices shows that successful public service innovation requires strong institutional readiness, collaborative governance, and adequate digital infrastructure. In China, (Gu et al., 2025) highlight the importance of big data utilization in planning public service facilities to ensure service equity and efficiency. Furthermore, (Craft et al., 2024) emphasize that policy advisory systems in the digital era must promote multi-level collaboration and adaptive governance.

From a theoretical perspective, this study contributes to enriching the literature on public service innovation and collaborative governance. It confirms that integrated service models, such as PSM, are essential for improving service quality and strengthening institutional capacity at the local level (Kasmiah et al., 2024).

The findings from the Public Service Mall (PSM) project development in Barru Regency yield several strategic policy recommendations that could significantly enhance both the current system and future replications of this integrated service model. First and foremost, strengthening inter-agency coordination mechanisms is crucial, as seamless collaboration between different government units forms the backbone of effective integrated service delivery; this could be achieved through establishing regular coordination forums, developing standardized operating procedures, and implementing shared performance indicators across all participating agencies. Secondly, substantial improvements in digital infrastructure and service facilities are needed to support the growing demand for efficient services, including

upgrading hardware and software systems, ensuring reliable internet connectivity, and creating user-friendly digital interfaces that cater to diverse community needs.

Thirdly, developing human resource capacity through continuous, targeted training programs is essential to maintain service quality, particularly in areas such as digital competency, customer service excellence, and multi-agency service provision; this should be complemented by a robust performance management system that incentivizes excellence in service delivery. Lastly, promoting comprehensive digital literacy and community engagement programs will ensure that the benefits of PSM are fully realized across all demographic groups, requiring tailored outreach initiatives for different segments of the population, from youth to elderly citizens, along with establishing feedback mechanisms that allow for continuous service improvement based on user experiences.

The demonstrated success of PSM project development in Barru Regency, as evidenced by improved efficiency metrics and higher community satisfaction scores, positions this model as an exemplary reference for other local governments across Indonesia that are seeking to transform their public service delivery systems. By adopting and adapting the lessons learned from Barru's experience, particularly its balanced approach to technological innovation, human capacity development, and community involvement other regions can similarly enhance their governance quality while addressing the unique challenges of their local contexts, ultimately contributing to nationwide improvements in public service accessibility, efficiency, and citizen satisfaction. This replication potential underscores the importance of documenting and disseminating Barru's best practices while maintaining flexibility for local adaptations, ensuring that the integrated service model can be effectively tailored to meet diverse regional needs across the Indonesian archipelago.

## **Transforming Public Service Delivery**

The project development of the Public Service Mall (PSM) in Barru Regency reflects a significant effort by the local government to reform public service delivery through service integration and digital innovation. This study reveals that PSM has successfully improved the efficiency, accessibility, and transparency of public services by consolidating various service units and simplifying bureaucratic procedures. The integration of these units in a single location has made it easier for the community to access services while reducing delays and bureaucratic complexity, thus aligning with Kusumaratna & Suyanto (2024)'s findings on the simplification of procedures and improved citizen satisfaction.

Regardless of the achievements, the study highlights several challenges that remain that have inhibited the optimized project development of PSM, including limited human resource capacity, weak inter-agency coordination, inadequate digital infrastructure, and low digital literacy skills of service recipients. These challenges are similar to those found in other regions implementing public service mall or digital public service innovation, such as Karawang Nuraeni et al, (2023) and Tasikmalaya (Rusli & Muharam, 2025). These challenges require comprehensive interventions that go beyond technological solutions. Strengthening institutional governance, improving

collaboration across agencies, and empowering the community are crucial for ensuring the sustainability and effectiveness of project development of the Public Service Mall.

Hence, even from a governance perspective, the successful development of integrated service model projects such as PSM requires a strong collaborative governance mechanism. This study affirms that inter-agency coordination should be formalized through clear standard operating procedures (SOPs), integrated service systems, and joint monitoring mechanisms to maintain service quality. This approach is consistent with Craft et al., (2024); Goldfinch & Halligan (2024), who emphasize the importance of active stakeholder engagement in service management and development.

Comparative analysis with global practices strengthens the argument. For example, Batty (2013); Hilbert (2016) demonstrated how the use of big data in public service planning improved service distribution and reduced inequality. Similarly with Yanto & Qamal (2025) highlighted the importance of integrating environmental sustainability into PSM development, a growing trend that could enhance governance in Indonesia.

The identified challenges in the project development of the Public Service Mall (PSM) in Barru Regency requires comprehensive and strategic interventions to ensure its sustainable progress. Addressing these issues requires a multi-dimensional approach centered on three critical pillars: institutional transformation, human resource development, and active community engagement. First, institutional transformation must focus on streamlining bureaucratic processes, establishing clear governance frameworks, and implementing robust monitoring and evaluation mechanisms to maintain service quality. Second, capacity building for public servants is imperative, particularly in areas of digital competency, cross-agency collaboration, and customer service excellence, which should be supported through continuous training programs and performance-based incentives. Third, enhancing community participation through targeted digital literacy programs and inclusive feedback mechanisms will ensure that PSM services remain accessible and responsive to diverse public needs. These interventions must be complemented by efforts to strengthen inter-agency coordination through integrated digital platforms and standardized operating procedures, as well as initiatives to foster greater citizen involvement in service design and evaluation processes.

On the academic side, this study makes a significant contribution to the literature on public service innovation. The research provides empirical evidence on how integrated service delivery models function at the local government level, particularly in developing and emerging countries such as Indonesia. The findings underscore the importance of balancing technological advancement with institutional and human capacity development to achieve truly transformative governance outcomes. For policymakers, the research offers actionable recommendations, including the need to formalize inter-agency collaboration mechanisms, invest in digital infrastructure and literacy programs, and adopt citizen-centric approaches to service delivery. These measures are essential not only for optimizing PSM performance in Barru Regency but also for providing a replicable model for other local governments seeking to enhance public service efficiency, transparency, and inclusivity. Ultimately,

this study highlights how integrated public service innovations such as PSM are able to bridging the gap between the bureaucratic system and public expectations, thereby opening the path for more responsive and equitable governance in the Indonesian public sector.

#### Conclusion

There have been considerable improvements in the efficiency, accessibility and transparency of services through simplified procedures and one-stop service delivery. The PSM model successfully addressed the historical challenges of service fragmentation by creating a unified platform for multiple public services. Critical implementation challenges emerged including human resource capacity gaps, weak inter-agency coordination, lack of digital infrastructure, and low levels of citizen digital literacy. These persistent issues require a comprehensive strategy that goes beyond technological solutions to include institutional strengthening and citizen engagement.

This study contributes theoretically to the public service innovation literature by providing empirical evidence of an integrated service model in a developing country context. The study demonstrates how digital transformation and a collaborative governance framework can address systemic public service delivery challenges. Practical policy implications include the need for continuous human resource development through targeted training programs. Digital infrastructure requires substantial upgrades to meet growing service demand and ensure system reliability. Citizen-focused digital literacy initiatives should be prioritized to enhance citizen engagement with digital public services.

Future research directions should explore the project development of PSM across Indonesia to identify contextual success factors. Investigations into emerging technologies such as artificial intelligence and big data analytics may reveal additional opportunities for service optimization. Comparative studies of integrated service models in different administrative contexts would provide valuable insights for replication and scaling. Such research would strengthen the evidence base for public service innovation and support the advancement of good governance practices nationally. The findings underscore the transformative potential of integrated service models while highlighting the importance of addressing both the technical and human dimensions for sustainable implementation.

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