

# The Quality of Public Services at the Public Service Mall

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**Abstract.** *This study aims to analyze the quality of public services provided by the Investment and One-Stop Integrated Services Office through the Public Service Mall in West Bandung Regency in 2024. The research employs a qualitative approach with a case study method, utilizing data collection techniques such as in-depth interviews, observation, and documentation. Data analysis is conducted based on the five SERVQUAL dimensions: tangibles, reliability, responsiveness, assurance, and empathy. The findings indicate that the establishment of the Public Service Mall has improved service accessibility and integration; however, several fundamental shortcomings remain. The tangibles dimension reveals limitations in physical facilities and digital systems; reliability highlights delays in permit processing; responsiveness shows an inadequate complaint-handling system; assurance reflects generally competent staff performance; and empathy suggests the need for a more personalized approach to the public. These findings confirm that the quality of public services has not fully met public expectations, particularly regarding speed, convenience, and complaint resolution. Therefore, a sustainable, data-driven, and community-oriented service improvement strategy is essential to build a more professional, efficient, and human-centered public service.*

**Keywords:** *Public Service Mall; Service Quality; SERVQUAL; West Bandung Regency*

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## INTRODUCTION

Public service quality has become a central concern in contemporary public administration, particularly in countries that have adopted decentralization as a core governance strategy (Dick-Sageo, 2020; Smoke, 2015). In decentralized systems, local governments are entrusted with substantial authority to manage public affairs and deliver services that directly affect citizens' daily lives. In Indonesia, this authority is legally grounded in Law Number 23 of 2014 on Regional Government, which mandates regional governments to organize public services efficiently, effectively, and in accordance with local needs. This mandate is further reinforced by Law Number 25 of 2009 on Public Services, which explicitly positions citizens as rights-bearing service users entitled to transparent, accountable, and high-quality services (Brown & Baker, 2012; Wiley, 2015). Together, these legal frameworks signal a paradigm shift from a state-centered bureaucratic model toward a citizen-oriented approach to public service delivery. Despite this normative framework, empirical evidence suggests that improvements in public service quality at the local level have been uneven (Bovaird & Löffler, 2002).

Numerous studies indicate that decentralization does not automatically result in better service performance; instead, it often reveals structural and organizational weaknesses within local governments, including limited institutional capacity, fragmented service delivery mechanisms, procedural complexity, and weak responsiveness to public demands (Muharom et

al., 2024; Shahrin, 2022; Galbi et al., 2021). In Indonesia, public dissatisfaction with government services remains a recurring issue, as reflected in complaint systems, media reports, and community satisfaction surveys (Adamy & Rani, 2022; Aprilina et al., 2025; Citrawan & Nadilla, 2024).

These persistent problems highlight a critical gap between regulatory ideals and the realities of service implementation at the local level. In response to these challenges, the Indonesian government has promoted bureaucratic reform initiatives aimed at simplifying procedures, integrating services, and improving service accessibility (Brinkerhoff & Wetterberg, 2013; Turner et al., 2022; Satika, 2024; Mujahidin & Kusuma, 2025; Frimawan, 2026; Nugroho et al., 2024). One of the most prominent innovations in this regard is the establishment of the Public Service Mall (Mall Pelayanan Publik, MPP) (Zahra et al., 2025; Afandi et al., 2025; Melyasari et al., 2022).

The MPP is designed as a one-stop service model that integrates licensing and non-licensing services from various government agencies, both central and local, and in some cases from private institutions, into a single service location. Conceptually, the MPP embodies principles of integrated governance and citizen-centered service delivery, with the expectation that service integration will reduce bureaucratic fragmentation, shorten processing times, enhance transparency, and ultimately improve service quality (Latupeirissa et al., 2024; Wijayanti et al., 2025; Hamzah et al., 2026).

Since its introduction, the MPP has been widely adopted by regional governments across Indonesia and is frequently presented as a flagship program of public service reform. Several studies report positive outcomes associated with MPP implementation, such as increased service efficiency, reduced transaction costs, and improved public perceptions of government performance (Rahayu et al., 2022; Fazekas & Blum, 2021; Adhistry, 2025). However, these findings are not uniform across regions. Variations in leadership commitment, organizational culture, human resource competence, infrastructure readiness, and inter-agency coordination have resulted in divergent MPP performance outcomes. This variability suggests that the mere establishment of an MPP does not guarantee improved service quality; rather, service outcomes depend on how the integrated service model is implemented and experienced by service users (Henderson et al., 2024; Akter, 2025). Within the MPP framework, the role of agencies responsible for investment and licensing services is particularly critical, given the high demand for these services and their strategic importance for local economic development. In West Bandung Regency, these functions are carried out by the Investment and One-Stop Integrated Services Office (Dinas Penanaman Modal dan Pelayanan Terpadu Satu Pintu, DPMPTSP).

As a core service provider within the MPP, DPMPTSP is expected to deliver fast, reliable, and responsive services that align with the objectives of bureaucratic reform and community expectations (Ariyanti et al., 2024; Ratih, 2024). Nevertheless, empirical indications from West Bandung Regency reveal persistent service quality issues (Hardini et al., 2024). Public complaints recorded through official complaint-handling mechanisms, discussions in the Public Consultation Forum (Forum Konsultasi Publik, FKP), and results from the Community Satisfaction Survey (Survei Kepuasan Masyarakat, SKM) consistently point to problems such as delays in permit processing, limited responsiveness to citizen inquiries, and inadequacies in service facilities and supporting infrastructure. Although the empirical evidence provided in this paper clearly indicates that there are indeed issues to do with service delivery, in itself it does not explain why these issues have continued to persist in an institutional environment that was specifically designed to eliminate issues of bureaucratic inefficiency. A good deal of the policy-based analysis of MPP performance has focused on procedural adherence measures, measures of service production or measures of administrative performance (Septikasari et al., 2024; Rony & Shafa, 2024).

Despite the presumed utilitarianism of such evaluations to management benefit, such evaluations are generally descriptive in nature and do not have a sound theoretical basis to

understand service quality as a multidimensional and socially constructed phenomenon. Therefore, limited academic understanding of how the population views the quality of services provided by the MPP and how different aspects of service delivery interact to create overall service experiences is sparse.

Academically, such a limitation reveals a larger gap of research in literature on the quality of public service in integrated service settings (Fletcher et al., 2020). Previously collected research on the quality of the public service in Indonesia has predominantly covered the sector-specific services, including healthcare, education, or population administration, and used quantitative satisfaction surveys as the primary analytical tool. Even though these studies provide useful general findings, they also have a conceptualization of service quality as a one-dimensional scale and pay minimal attention to organizational and interactional processes that form the basis of service delivery.

Additionally, research on the MPP has mainly focused on process of implementation, regulatory arrangements, or institutional performance, and few studies have looked at the systematic analysis of service quality in terms of service users using a well-developed theoretical framework. To fill this gap, the current research uses SERVQUAL framework proposed by Parasuraman, Zeithaml et al. (1990) as its main analytical prism. The meaning of service quality through SERVQUAL is the gap between customer expectations and perceptions through 5 dimensions; tangibles, reliability, responsiveness, assurance, and empathy. Though it was initially designed in the context of the private sector, SERVQUAL has been widely used and modulated in research in the field of the public sector, including research of administrative services, healthcare, and local government performance. Its multidimensional format allows a subtle evaluation of the technical and the relational aspect of service delivery and makes it especially suitable when it comes to the evaluation of a complex service environment like the MPP.

However, introduction of SERVQUAL in the context of the public sector has been criticized. Its ability to capture the unique attributes of the public services, such as the necessity to use the services, the limits of bureaucracy, and political responsibility, has come under scrutiny. There are also those that argue that SERVQUAL needs to be locally translated to reflect local institutional systems and cultural demands and not implemented as a universal measurement tool. These criticisms are a pointer to the necessity of using SERVQUAL as an instrument of measurement rather than as a theory that can be expanded with the addition of qualitative research.

In the Indonesian context, SERVQUAL-based studies have demonstrated that service quality perceptions are strongly influenced by tangible facilities, service responsiveness, and the attitudes of frontline service personnel (Trisutrisno, 2025; Abdulrab & Hezam, 2024). However, most of these studies employ cross-sectional survey designs and focus on conventional service settings. There remains a lack of in-depth qualitative research examining how SERVQUAL dimensions operate within integrated service models such as the MPP, particularly at the regency level.

This gap is significant, as integrated service environments involve unique organizational dynamics, including inter-agency coordination, shared service spaces, and heightened public expectations regarding service speed and convenience. Against this backdrop, this study seeks to contribute to the literature by providing a qualitative, context-sensitive analysis of public service quality within the MPP of West Bandung Regency. By focusing on DPMPTSP as a central service provider and employing SERVQUAL as an analytical framework, the study aims to move beyond descriptive accounts of service problems and offer a theoretically informed explanation of how service quality is constructed and experienced by service users.

The use of in-depth interviews, document analysis, and direct observation enables a comprehensive examination of service delivery practices, organizational constraints, and user perceptions that are often obscured in survey-based research. The novelty of this study lies in its integration of SERVQUAL with a qualitative case study approach to examine service quality in an

MPP setting. Rather than treating SERVQUAL dimensions as static indicators, this research explores how these dimensions interact within a specific institutional and socio-administrative context.

Preliminary observations suggest that tangibles and responsiveness play a particularly prominent role in shaping public perceptions of service quality in the MPP, given the physical integration of services and heightened expectations for fast and convenient service delivery. By empirically examining these dynamics, the study not only contextualizes SERVQUAL within the Indonesian MPP framework but also contributes to broader theoretical discussions on service quality in integrated public service environments.

Accordingly, this study aims to analyze the quality of public services provided by DPMPTSP through the MPP in West Bandung Regency in 2024, identify the factors that inhibit and support service quality implementation, and formulate improvement strategies that align with community needs and institutional capacities. Although the study adopts a qualitative orientation, a working hypothesis is employed to guide the analysis, namely that improvements in service quality are likely to occur when all SERVQUAL dimensions, particularly tangibles and responsiveness, are optimally implemented through enhancements in physical facilities, service speed, and the active engagement of service personnel. This hypothesis serves as an analytical heuristic rather than a deterministic claim, allowing empirical findings to refine and extend existing theoretical understandings of public service quality.

## **METHODS**

This study employs a qualitative approach using a case study method to gain an in-depth understanding of public service quality through the Public Service Mall (*Mall Pelayanan Publik* or MPP) in West Bandung Regency in 2024. The research focuses on the service unit of the Investment and One-Stop Integrated Services Office (*Dinas Penanaman Modal dan Pelayanan Terpadu Satu Pintu* or DPMPTSP), as the primary provider of public services at the MPP. Data collection was conducted using three main techniques: in-depth interviews, direct observation, and document analysis. Interviews were carried out with key informants, including service users (the public), structural officials of DPMPTSP, MSME actors, academics, and representatives from local media. Observations were conducted in a participatory manner to examine the service flow and the physical condition of the facilities at the MPP. Documentation was obtained from the 2024 Public Consultation Forum (*Forum Konsultasi Publik* or FKP) reports, Community Satisfaction Survey (*Survei Kepuasan Masyarakat* or SKM), and internal documents from DPMPTSP related to service implementation. Informants were selected purposively, based on their direct experience with or understanding of public services at the MPP. A total of 15 informants participated in the study, consisting of public service users, structural officials, business actors, academics, and journalists. The selection of informants was based on the representation of both user and provider perspectives.

Data analysis was conducted using the interactive model developed by Miles and Huberman, consisting of three main stages: data reduction, data display, and conclusion drawing. The analysis was carried out thematically based on the five SERVQUAL dimensions: tangibles, reliability, responsiveness, assurance, and empathy. Each finding was validated through data triangulation using different sources to ensure the validity and reliability of the information obtained. Data validation was conducted using methodological and source triangulation. Methodological triangulation involved comparing data from interviews, observations, and documentation, while source triangulation involved comparing information obtained from various types of informants. This validation aimed to ensure that the data collected were not subjective and objectively reflected the empirical conditions in the field. The research was conducted at the Public Service Mall of West Bandung Regency, located in the Government Office Complex of the West Bandung Regency Government. The study was carried out over a six-month period, from January to June 2024.

## **RESULTS AND DISCUSSION**

This study uses the SERVQUAL model approach developed by Parasuraman, Zeithaml, and Berry as the primary analytical framework in assessing the quality of public services. This model encompasses five important dimensions: Tangibles, Reliability, Responsiveness, Assurance, and Empathy. These five dimensions comprehensively represent various aspects that shape public perceptions of the quality of services received, including in the context of integrated public services such as Public Service Malls (MPP). The use of the SERVQUAL approach in this study is intended to identify the extent to which public services provided by the Investment and One-Stop Integrated Services Agency (DPMPTSP) through the MPP of West Bandung Regency are able to meet the expectations, needs, and satisfaction standards of the community. This assessment is conducted through a qualitative approach by utilizing various empirical data sources, namely the results of the 2024 Public Satisfaction Survey (SKM), documents of the 2024 Public Consultation Forum (FKP), and the results of in-depth interviews with service users, business actors, media, academics, and service providers.

Based on empirical data, information was obtained that by 2024, the MPP of West Bandung Regency had served more than 100 types of services from 15 agency units, including the DPMPTSP, Disdukcapil, Bapenda, Cimahi Police, Ministry of Religious Affairs, and KPP Pratama. An online service system has been implemented through the OSS-RBA platform, and services are carried out using an online queuing system. However, the Public Satisfaction Index (IKM) value in 2024 showed a figure of 81.75, a decrease compared to the previous year (83.00), with completion time being the indicator with the lowest score. Furthermore, 108 complaints were recorded in 2023 and 86 in 2024, the majority of which related to the online service system. These complaints serve as an early indication of a gap between public expectations and actual service performance, particularly in terms of speed, clarity of online procedures, and user understanding of applicable service standards. These findings directly inform analysis of the Responsiveness, Reliability, and Assurance dimensions.

Public service infrastructure at the MPP has been deemed adequate, including facilities for people with disabilities, waiting rooms, restrooms, and service information boards. This will be discussed in more depth in the Tangibles dimension, specifically regarding comfort, ease of access, and the suitability of facilities to community needs. Meanwhile, the humanistic aspects and closeness between officers and service users, including attention to vulnerable groups, will be analyzed in the Empathy dimension. By referring to the five dimensions of SERVQUAL, this study aims not only to provide a general evaluation but also to systematically reveal which service aspects are performing optimally and which still require policy and operational improvements. Each dimension will be discussed sequentially in the following subsections, starting with Tangibles, Reliability, Responsiveness, Assurance, and finally Empathy. With this approach, the results of the analysis are expected to provide a comprehensive picture of the quality of public services provided at the MPP of West Bandung Regency, as well as become the basis for compiling policy recommendations for DPMPTSP in increasing the effectiveness, efficiency, and inclusiveness of public services in the future.

### **The Quality of Public Services through the Public Service Mall in West Bandung Regency in 2024 Reviewed from the Tangible Dimension (Physical Evidence)**

The tangibles dimension in the SERVQUAL model refers to the physical aspects of service, including the condition of the building, the completeness of facilities, the appearance of staff, and the use of supporting technology. Parasuraman, Zeithaml, and Berry state that tangibles are a reflection of service quality that can be seen and felt directly by users before service interactions occur. In the context of the West Bandung Regency Public Service Mall, tangible indicators include the cleanliness and comfort of the service space, the availability of supporting facilities such as seating, toilets, service information, as well as the professional appearance of staff and the electronic queuing system. Therefore, the analysis in this sub-chapter uses data from the Public Satisfaction Survey (SKM), the Public Consultation Forum (FKP), interviews with informants from the community, MSMEs, academics, as well as local media reports and service delivery documents.

Based on the 2024 SKM results, indicators related to physical aspects, such as comfort of service spaces and supporting facilities, scored 82.25, considered good but not the highest. This indicates that the public is quite satisfied with the physical appearance of services, but there is still room for improvement in certain aspects, particularly comfort for vulnerable groups and the completeness of supporting facilities. The 2024 FKP noted several public inputs regarding waiting room facilities, which were deemed inadequate, particularly during peak service hours. Several forum participants reported limited seating, the lack of designated areas for the elderly or mothers with children, and the inconspicuous location of service information boards. This indicates that perceptions of the physical quality of services do not fully meet the needs of all users.

In an interview, a service user, stated that the service area was quite clean and the staff appeared neat, but that the directions to the counter were difficult for laypeople to understand. She added,

*"The place is spacious, but sometimes you're confused about where to go. If you don't ask other visitors, just wander around."*

This shows that a good physical appearance is not necessarily functional, if it is not accompanied by a user-friendly information navigation system.

Aldi Ramadhan echoed similar sentiments. He appreciated the functioning air conditioning and orderly queues, but felt that digital information displays were underutilized.

*"Sometimes I have to look at sticky notes or ask questions. But with an electronic screen, everyone can see it directly," he said.*

This shows the importance of digitalizing service spaces to strengthen information accessibility. MSME owner Neneng Rika Rahmawati revealed that the design and color of the room were comfortable enough, but she felt that the toilets and prayer rooms were not well-maintained.

*"I asked about the prayer room, but it turned out to be small and rather dark. If the intention is to provide all services in one place, it would be better if the place of worship were also suitable," he said.*

Physical aspects such as the comfort of supporting facilities are an integral part of tangibles, which are often overlooked in service evaluations.

Head of DPMPTSP, in his interview stated that

*"The KBB MPP was built with the principle of integrated services in mind, but there are still limitations in space and resources to improve physical comfort."*

He stated that in the future, the waiting room will be reorganized and a more interactive digital-based service information system will be provided.

Meanwhile, academic believes that tangibles are not just about aesthetics, but also relate to symbols of modern public service. He emphasized that

*"A physically representative MPP will give the impression that the state is present professionally and seriously."*

According to him, physical elements have a symbolic function that is no less important than the technical function. Regarding officer appearance, most informants stated that officers appeared neat and wore their agency attire appropriately. However, the FKP (FKP) noted that officers from several agencies lacked clear visual identification. This made it difficult for the public to distinguish between officers from the Department of Public Works and Public Housing (DPMPTSP), Immigration, or Civil Registration (Dukcapil). Clear officer attire is a crucial element of tangibles because it directly relates to perceptions of professionalism. A report from LembangNews about the West Bandung Regent's surprise inspection of the MPP stated that the

MPP facilities were generally quite clean and the queuing system worked well. However, the Regent also highlighted the importance of improving user comfort, particularly for the elderly and people with disabilities. He stated that the physical appearance of public services must continue to be developed as part of efforts to create first-class service.

A similar incident was reported by Citrapedia.id, which covered the planned expansion of passport services at the KBB MPP. The public expressed their hope that the new service would be equipped with facilities that support document confidentiality and security. This emphasizes that the physical aspect is not only related to convenience but also ensures the protection of personal information. Based on the 2024 DPMPTSP Licensing Implementation Report, service space capacity remains a challenge, particularly due to the increasing number of cross-sector services. The report states that spatial planning adjustments and queue system integration are necessary to align physical capacity with the expanding number of users.

Criticism has also emerged from service users who complain that the digital queuing system is sometimes out of sync between the main counter and the relevant agencies. When the system directs users to one counter, the staff tells them the queue is manual or not yet connected. This inconsistency between the physical and digital systems undermines confidence in the efficiency of the service. From a public service perspective, Rahayu et al. (2022) emphasize the importance of tangible elements such as a comfortable waiting room, easy access to information, and the neat appearance of staff as part of service quality. Although the paper does not explicitly mention it as an "initial bridge," the findings can be interpreted as meaning that physical elements are the first experience that shapes users' perceptions of the service system. Without visual support and communicative information, clear service procedures may not be enough to build public trust and comfort.

A study by Sholeh et al. (2022) on the Merdeka Public Service Center (MPP) in Malang City revealed that the service space is not yet user-friendly for users with special needs. Researchers found that circulation was not intuitive, access was only through one path, and the lack of visual markers resulted in users, especially the elderly and people with disabilities, experiencing confusion, anxiety, and difficulty accessing the service. Based on these findings, it can be interpreted that the physical elements in the service environment function not only as a backdrop but also as a communication interface. Thus, the physical design needs to be more informative, inclusive, and intuitive so that users can feel comfortable and understand the service flow without having to rely solely on verbal interaction.

Overall, the tangible dimensions of public service through the West Bandung Regency MPP have demonstrated a strong foundation, demonstrated by the presence of a dedicated building, clean spaces, and professional staff. However, further strengthening of spatial functions, visual information layout, and the completeness of supporting facilities is needed to ensure that the impression of "modernity and responsiveness" extends beyond appearance to the actual experience of service users.

### **The Quality of Public Services through the Public Service Mall in West Bandung Regency in 2024 Reviewed from the Reliability Dimension**

Reliability in the SERVQUAL model measures the extent to which a service can consistently and accurately fulfill promised commitments, including timeliness of completion, procedural compliance, and service accuracy. Parasuraman, Zeithaml, and Berry stated that reliability is the most important dimension because appropriate and accurate service can increase customer trust and satisfaction. Therefore, the reliability analysis in the context of the Public Service Mall (MPP) of West Bandung Regency focuses on aspects of timeliness, consistency of procedural implementation, and accuracy of service output. This sub-chapter will integrate data from the Public Satisfaction Survey (SKM), the Public Consultation Forum (FKP), the results of interviews with the community, MSMEs, academics, as well as implementation documents and local media.

From a reliability perspective, this principle is normatively reflected in Law Number 25 of 2009 concerning Public Services, specifically in Article 4, which regulates the principles of public service implementation. Several principles that support service reliability include legal certainty (letter b), professionalism (letter e), timeliness (letter k), and speed, convenience, and affordability (letter l). These principles emphasize that public services must be carried out consistently, accurately, and reliably in accordance with established service standards. The implementation of this principle is also emphasized through West Bandung Regent Regulation Number 54 of 2022, which establishes MPP as a service center that must provide a fast and integrated one-stop service experience between agencies.

Data from the 2024 SKM DPMPTSP shows that the "completion time" indicator received the lowest score among other variables, at 79.25. This is concerning because it indicates that the public is not yet fully satisfied with the speed and accuracy of the service process. Although other indicators, such as "implementer competence," scored high, the accuracy of service promises remains a weak point in the reliability dimension that needs improvement. This was confirmed by the findings of the 2024 FKP, which noted that the majority of public complaints stemmed from discrepancies between estimated service times and actual performance on the ground. Other complaints related to service delays stemmed from long queues and technical system errors. This gave rise to the perception that the agency was unable to guarantee the accuracy of the service process.

A personal experience was shared by Lilis Maesaroh, who came to process population documents and stated that she was asked to wait for more than two hours even though she was previously informed that it would only take one hour.

*"I'm confused as to why it's taking so long. If there was a problem, someone should have told me from the start," he said.*

This feeling of disappointment arose not only because of the delay, but also because of the lack of communication explaining the time change. Aldi Ramadhan encountered problems registering online, as the data he entered wasn't readable when he arrived at the counter. He ultimately had to repeat the process manually.

*"I thought online would save time, but it ended up being twice the work," he said.*

This incident shows that the digitalization of services system cannot be fully relied upon, and instead creates a mismatch between expectations and reality. An MSME owner, admitted that she had to go back and forth to the MPP because one document was not verified by officers on her first visit.

*"I've brought everything, but they said there was one thing missing, even though it wasn't mentioned on the initial form," he said.*

Such delays demonstrate that the reliability of the system depends on the accuracy of officers and the clarity of initial information. According to the 2024 DPMPTSP Licensing Implementation Report, 3,306 non-OSS permits were issued between January and June 2024, covering various sectors such as health, education, and advertising. However, the report also noted obstacles such as limited human resources for field verifiers and a system that is not yet fully real-time, which has prolonged the processing time for certain permits.

Head of the DPMPTSP, explained that some delays were caused by infrastructure issues, such as printers and systems being disrupted during peak hours. He stated that

*"Even though services are completed the same day, they sometimes fall behind estimates."*

He believes that reliability isn't just about completion, but also about how well the system maintains the promised timelines. Academic stated that bureaucratic reliability is closely linked to the integration of standard operating procedures (SOPs) and service systems. He stated that

*"Correct service on the first try is a key indicator of public reliability."*

In his view, if the public has to repeat or adjust due to system errors, the reliability function is not being optimally fulfilled. Media coverage by LembangNews (March 6, 2025) noted that the Regent of West Bandung, during his surprise inspection of the MPP, provided direction to improve the time management system, having discovered that several services exceeded the estimated time without notification. However, he also appreciated the fact that all documents were completed on the same day, demonstrating a commitment to completing services despite technical deficiencies.

The Licensing Implementation Report for Semester I of 2024 noted that non-OSS services reached over 3,000 applications in six months, with a relatively high average daily service load. This data indicates a significant service volume, necessitating a system capable of maintaining consistent speed and accuracy despite the increased load. One of the FKP's evaluation points suggested that estimated service times be transparently displayed at each counter, and that officers be required to report any system disruptions. This demonstrates that the public expects a reliable service system, not only in terms of the final result, but also in a process that is respected and consistently implemented.

Research by Suhermawan & Oktariyanda (2025) on the existence of Public Service Malls in various regions in Indonesia shows that the reliability of public services can be improved through the provision of a transparent and standardized service information system. One aspect highlighted is the importance of clearly communicating estimated waiting times and service completion times early in the process. With this information, public expectations can be realistically managed, and perceptions of agency reliability become more positive. Furthermore, easily accessible and consistently adhered to standard operating procedures (SOPs) are also cited as crucial elements in maintaining user trust in the accuracy and promptness of public services.

Similarly, Maryati's (2023) study states that reliability is built on the user experience of not having to ask twice and not being asked again due to officer error. According to her, public trust in public services is built more by the precision of the service process than by mere speed. Several visitors also noted that the discrepancy between queue times and turnaround times made them feel "not taken seriously." One visitor said,

*"I arrived in the morning and finished almost in the afternoon. But I don't know why it took so long. I thought it was my fault."*

This suggests that reliability also relates to certainty and a sense of being valued while waiting. Overall, the reliability dimension of public service delivery at the West Bandung Regency MPP is quite reliable in completing administrative services, but still faces challenges in terms of timeliness and digital service system integration. The public not only wants accurate service results, but also processes that are orderly, transparent, and reliable from the start. Therefore, improving reliability can be directed at evaluating standard operating procedures (SOPs), updating supporting devices, and providing a service information system that is responsive to time and workload dynamics.

### **The Quality of Public Services through the Public Service Mall in West Bandung Regency in 2024 Reviewed from the Responsiveness Dimension**

In the context of the West Bandung Regency Public Service Mall, the responsiveness dimension can be measured through several key indicators, including the ability of officers to respond to user inquiries, the accessibility of public complaints, and the speed of response in handling administrative and technical obstacles. These three aspects reflect how responsive and adaptive the service agency is in responding to public needs directly and indirectly. Therefore, to obtain a comprehensive picture of responsiveness performance, this analysis will integrate various data sources, such as the results of the Public Satisfaction Survey (SKM), findings from the Public Consultation Forum (FKP), in-depth interviews with informants, service delivery documents, and mass media coverage as a portrait of the dynamics of public service in external perception.

At the normative level, the principle of responsiveness is reflected in Law Number 25 of 2009, specifically Article 21, which lists "handling complaints, suggestions, and input" as a component of service standards (letter j). This indicates that public service providers are required to provide responsive mechanisms to address complaints or service user needs. Furthermore, Articles 36 and 37 emphasize the obligation of providers to manage complaints quickly, thoroughly, and with competent implementers. Thus, responsiveness is not only interpreted as technical speed, but also as a form of bias towards the community who face obstacles in accessing or understanding services.

The 2024 SKM results show that the "speed of service" indicator scored 79.25, ranking third lowest out of the nine indicators measured. This indicates that even though officers may be friendly or polite, the public still perceives the agency's response to their needs as insufficiently prompt. Response speed is a critical concern because it directly impacts perceptions of service efficiency and user satisfaction. At the 2024 FKP, several participants stated that delays in responding to questions or complaints were a frequent obstacle. Access to complaint channels, such as suggestion boxes or digital channels, was deemed ineffective because responses from agencies were not received promptly. The public desired a more interactive complaint mechanism that could be responded to directly by officers on-site.

This sentiment was echoed by Lilis Maesaroh, a service user, who felt confused when no staff proactively inquired about her needs. She recounted sitting for a long time without any guidance, ultimately having to ask fellow visitors. "I didn't know where to go. It felt like entering a large room without a host," she said. This story demonstrates that responsiveness isn't just measured by the speed of response, but also by the staff's initiative in assisting users. Another commenter, stated that the online registration process wasn't fully integrated with the on-site service system. He explained that even after completing the data digitally, officers still asked for manual reconfirmation.

*"I feel like I'm doing double the work. If the system isn't connected, why register online?" he said.*

This demonstrates a disconnect between digital and physical service channels, which reduces the perception of service speed and efficiency. An MSME owner, said she had submitted feedback through a complaint form but received no response or follow-up. She believes that as a small business owner, a quick response is crucial, as delays can directly impact the continuity of her business.

*"If you've been asked for advice, you should respond. If you don't, it feels like you're not being taken seriously," he said.*

A regular MPP visitor, noted that staff often respond slowly to technical issues. He once experienced a digital system queue jam, but received no explanation for over 20 minutes. "I saw the staff busy behind the counter. No one greeted or explained," he explained. This kind of delay in handling the problem weakens the responsiveness of the service agency. From a policy perspective, the Head of the DPMPTSP, Drs. Tony Prihantoro, acknowledged that the digital complaints system is still not optimal due to limited capacity and human resources. He stated that

*"A ticket-based service system and response dashboard are being developed to expedite the handling of public complaints."*

This statement demonstrates that the agency is aware of the challenges, but the implementation of improvements is still underway. Academic Dr. Yudi Rusfiana believes that responsiveness in public service must be understood as a form of state concern for citizens, not merely technical speed. He stated that "the faster and more accurately an agency responds, the greater the bureaucracy's legitimacy in the eyes of the people." In the context of the Public Service Agency (MPP), he argued, responsive service means officers understand the public's time urgency and are prepared to simplify communication.

Media perspectives also reinforce this. In a LembangNews report (March 6, 2025), the Regent of West Bandung conducted a surprise inspection of the MPP and emphasized the need for increased responsiveness, especially during peak hours. He stated that officers should not wait to be asked, but should greet and assist visitors from the moment they enter the service area. This message clarifies that ideal responsiveness is proactive, not reactive. The high volume of service requests is also a determining factor. According to the 2024 Semester I Implementation Report, more than 3,000 non-OSS service requests were handled in six months. This volume puts pressure on officers, risking reducing their capacity to respond personally. Therefore, system optimization and workload distribution are part of efforts to strengthen responsiveness.

Research by Hidayat & Stiawati (2024) on service at the Tangerang City Public Service Mall found that the responsiveness dimension scored lower than the other dimensions. This was due to the staff's slow response to questions and complaints, as well as the suboptimal queuing mechanism and provision of initial information at the entrance. This study recommends the presence of accompanying staff or clear initial information to guide visitors from the moment they arrive to avoid confusion and reduce user anxiety. Strengthening responsiveness is not enough to rely solely on individual work ethic, but requires a technology-based queuing system, interpersonal communication training, and consistent operational supervision so that fast response becomes part of the system, not just an expectation of officer behavior personally.

Several FKP participants also suggested a live chat system or mobile officers who could be easily contacted during operating hours. These proposals reflect the public's need for more flexible, faster service channels that don't always rely on the main service desk. Overall, the responsiveness dimension at the West Bandung Regency MPP demonstrates positive efforts in responding to user needs, particularly through politeness and basic procedures. However, the speed, system integration, and proactive initiatives of officers still need to be improved so that the public feels truly cared for, not just served. Moving forward, strengthening responsiveness can be achieved through a systemic approach through service technology, improving soft skills, and shifting the service mindset from simply fulfilling procedures to providing humane and prompt service.

### **The Quality of Public Services through the Public Service Mall in West Bandung Regency in 2024 Reviewed from the Assurance Dimension**

The assurance dimension in the SERVQUAL model refers to the service provider's ability to provide a sense of security, certainty, and trust to service users through the competence, courtesy, and credibility of its staff. Parasuraman, Zeithaml, and Berry state that assurance becomes important when the public faces risks or uncertainty in understanding public service procedures. Therefore, this dimension is closely related to the clarity of information, adherence to procedures, assurance of the legality of service outcomes, and the professional attitude of the staff (Parasuraman et al., 1988). In the West Bandung Regency Public Service Mall (MPP), the assurance aspect is very important considering the types of services available are directly related to personal data, legal documents, and formal administrative transactions that require a high level of public trust. Normatively, Law Number 25 of 2009 includes the components of "service assurance" in Article 21 letter l and "service security and safety assurance" in Article 21 letter m as part of public service standards. This indicates that providers are obliged to provide assurance that services are carried out according to standards and guarantee a sense of security and freedom from doubt or risk of misuse of data and documents.

In the context of public services at the West Bandung Regency Public Service Mall, the assurance dimension can be viewed from several indicators, namely: the extent to which officers are able to provide clear information, whether service procedures are carried out consistently, and whether users feel safe in their interactions and in the certainty of service outcomes. Trust in the service system is formed not only by the final result, but also by experiences during the service process. Based on data from the 2024 Public Satisfaction Survey (SKM) from the Department of Public Works and Public Housing (DPMPTSP), the "executor competence" indicator scored 83.50

and "executor behavior" 83.75, the two highest scores among the other variables. This indicates that officers demonstrated positive behavior in terms of personal interactions. However, public safety and confidence in service outcomes are determined not only by friendliness but also by clarity of procedures, validity of information, and assurance of service quality.

Findings from the 2024 Public Consultation Forum (FKP) showed that although the public perceived officers as polite, there was still inconsistency in information delivery between agencies. When applicants asked questions at one counter, they often received different answers from officers at other counters. This lack of unified communication and information standards created confusion and undermined public confidence in the system's integrated guarantees. Aldi Ramadhan recounted feeling unsure about the clarity of the procedure. After receiving a list of requirements from the first officer, he was asked to return because it turned out there were additional documents not previously mentioned. He said,

*"I was confused, afraid I would fill it out incorrectly or the documents would be invalid. I want to be served by a system that is reliable, not just friendly."*

This demonstrates that assurance goes beyond just smiling service, but must also be accompanied by consistent information validation. Lilis Maesaroh also said that although the officers appeared helpful, her unfamiliarity with administrative terms made her anxious. She felt safer when the officers explained things slowly and without judging her. "I felt respected," she said. However, this experience isn't necessarily shared by all visitors, as it depends heavily on the officer serving them. This reflects that assurance hasn't been developed as a system, but rather on an individual basis. Neneng Rika Rahmawati, an MSME owner who regularly accesses MPP services, expressed a similar opinion. She stated that:

*"What's important to me is not just fast service, but I want to be sure that my documents are correct and valid."*

According to him, the technical explanations and legality of the documents were often inadequate. As a result, he had to consult with others after leaving the MPP to ensure that his permits were properly processed. The Head of the Department of Public Works and Public Housing (DPMPSTP), Drs. Tony Prihantoro, stated in an interview that his office is developing an integrated training system to ensure all officers have a uniform understanding of standard operating procedures (SOPs) and cross-agency service flows. He emphasized that "information standardization is a priority," as public confidence in service outcomes is greatly influenced by the consistency of information provided by officers.

Meanwhile, Rudi Saputra expressed his concern about the lack of visual markers and service information upon arrival. He noted that the lack of a large procedure board led many people to ask other visitors questions rather than staff. "I want to know the steps as soon as I enter," he said. This lack of visual information systems can reduce a sense of security, as people feel compelled to rely on instinct rather than the system. A key contribution came from Gilang Andrean, a local journalist who frequently covers the dynamics of public services in West Bandung. He stated that "the first impression of the MPP is still that of a regular office there's no strong branding or service symbols that instill a sense of trust." In his view, assurance is shaped not only by the staff, but also by the atmosphere and institutional image. The lack of visual differentiation leaves the public uncertain whether they are entering a public service space or a regular office building.

An academic perspective was expressed by Dr. Yudi Rusfiana, who stated that assurance must be viewed within the framework of bureaucratic governance that can guarantee predictability and consistency. According to him, "it's not just officers who must be reliable, but also service flows, queuing systems, information validity, and guaranteed user data security." He emphasized that in the era of digital public services, trust is built not only through face-to-face interactions but also through system transparency and data protection. Normatively, Ministerial Regulation No. 23 of 2017 requires MPP to provide public services with legal certainty, system

integration, and easily accessible and understandable information mechanisms. This aligns with public expectations, as reflected in interviews and public forums, which demand services that are not only friendly but also certain, legitimate, and guarantee service outcomes.

Maryati's (2023) research confirms that assurance increases significantly if officers have the capacity to explain the legal consequences of the documents being processed. A study of the North Hulu Sungai MPP (Public Service Authority) explained that public trust rests on their assurance that the documents issued are correct and legally valid. When this clarity is absent, even prompt service will be perceived as unsatisfactory. Fauzi et al. (2022), in a study of the Bekasi Regency MPP, concluded that assurance in public services requires an internal control system that ensures not only the accuracy but also the credibility of the results. They highlighted the importance of officer certification and a supervision system as a way to ensure that service standards are consistently adhered to.

With the expansion of new services, such as passport and immigration, at the KBB MPP, the assurance dimension will become increasingly complex. Officers must be able to credibly answer technical and legal questions and accurately convey cross-sectoral information. This requires systematic training and ongoing performance monitoring to not only maintain but also enhance public trust. Overall, the assurance dimension in public service delivery at the West Bandung Regency MPP demonstrates strength in terms of officer ethics and attitudes, but still faces significant challenges in terms of information consistency, procedural clarity, and guaranteed service outcomes. Systemic interventions are needed in the form of cross-agency training, sharpened SOPs, and more structured service information management to sustainably enhance public trust in the local government service system.

### **Quality of Public Services through the Public Service Mall in West Bandung Regency in 2024 Reviewed from the Empathy Dimension**

Empathy in the SERVQUAL model refers to the ability of service providers to provide personal attention, understand individual user needs, and build interactions based on caring. According to Parasuraman, Zeithaml, and Berry, this dimension is very important in the context of public services because it relates to how the system recognizes and responds to the social, economic, and emotional conditions of citizens in a humane manner. In the context of the West Bandung Regency Public Service Mall, the empathy dimension can be measured through indicators such as sensitivity to vulnerable groups (elderly, disabled, micro-business owners), the ability of officers to actively listen to complaints, and the willingness to provide guidance or assistance during the service process. Therefore, the analysis in this sub-chapter will integrate various data sources such as the Public Satisfaction Survey (SKM), the Public Consultation Forum (FKP), interviews with MSMEs and academics, service delivery documents, and local media coverage as a depiction of the empathetic response of the public service system in the West Bandung Regency Public Service Mall.

Law Number 25 of 2009 concerning Public Services mandates that every service provider must uphold the principles of equality and anti-discrimination. Article 4 emphasizes several important principles, including the principle of equal rights (letter c), the principle of equal treatment/non-discrimination (letter g), and the principle of special facilities and treatment for vulnerable groups (letter j). This emphasizes that empathy in public services is not merely an emotional expression, but part of the state's responsibility to ensure fair and equal access for all citizens, including those experiencing social, economic, or physical barriers. Findings from the 2024 Public Consultation Forum (FKP) reinforced this gap. Some forum participants suggested the need for dedicated queue facilities and service assistants for specific groups, such as pregnant women, the elderly, or residents with limited access to information. Several participants also shared experiences where they felt "treated equally without considering their circumstances," reflecting the absence of a systemic, empathy-based service approach.

MSME owner Neneng Rika Rahmawati revealed that when she was processing her business permits, no officer actively guided her through the process. "I arrived early in the morning, but I

was confused. There should have been someone who understood that I'm a small business, have limited time, and can't go back and forth," she said. This statement suggests that officers don't fully understand the time constraints and administrative literacy of micro-entrepreneurs, even though this group is often the target of regional economic empowerment policies. Neneng also added that while the officers were polite, they seemed too busy to truly listen. She hopes the MPP will have dedicated officers or MSME consultants who can guide the process from start to finish, rather than simply answering questions as they arise. This expectation reflects the need for a service model based on active empathy, rather than just reactive.

Dr. Yudi Rusfiana's academic perspective emphasizes that empathy in public services should not only be interpersonal but also embedded in system design. He explains that

*"Bureaucratic empathy is reflected in the provision of special channels, assistance officers for vulnerable groups, and flexible service times for certain groups."*

He believes that without systemic design, empathy will depend on individual awareness and its sustainability is difficult to guarantee. From an institutional perspective, the Head of the West Bandung Regency DPMPTSP, Drs. Tony Prihantoro, stated that his agency has initiated empathy-based soft skills training, including service simulations for the elderly and MSMEs. However, he acknowledged that this process is still ongoing in stages and has not yet reached all officers. He said:

*"We need to strengthen the humanistic side of service, because service is not just about completing documents, but also the feeling of being well-served"*

Gilang Andrean, a local journalist, observed that many residents appeared passive and reluctant to ask questions. He stated that

*"The distance between officers and visitors is clearly still wide. Residents are silent, officers are busy on screens, and no one is there to meet the needs of those who are awkward."*

In his view, empathy is evident when officers are willing to initiate interaction, rather than waiting. Researchers believe that the need for service companions, young officers or volunteers tasked with assisting visitors in the waiting room or directing them to the counter, reflects the real need for non-technical assistance within the Public Service Mall environment. This need does not require high technical competence, but rather prioritizes basic communication skills, social sensitivity, and a willingness to be physically and emotionally present for people who may feel unfamiliar, confused, or overwhelmed in accessing public services. This proposal demonstrates a gap in the humanistic aspect of customer assistance, which has not been fully accommodated in the formal service scheme.

Academic literature supports the importance of strengthening the empathy dimension in public services. Research by Hidayat & Stiawati (2024) on the Tangerang City Public Service Provider Service (MPP) found that empathy was the dimension with the lowest score compared to other SERVQUAL dimensions. This low score is associated with a lack of personal attention to the needs of users, especially vulnerable groups such as the elderly and people with disabilities. The study recommends interpersonal communication training and increasing the social sensitivity of officers as a systemic effort to improve empathy in service. Furthermore, Kelly & Swindell (2002) in his research on MPP in various regions showed that service success is measured not only by procedures and speed, but also by the extent to which officers understand the social context and provide individualized attention to users. Therefore, increasing empathy cannot rely solely on the personal characteristics of officers but must be part of an institutional design that is routinely trained, monitored, and evaluated.

Another important note emerged from the 2024 Licensing Implementation Report, which recorded a surge in non-OSS applications of 3,306 in six months. This high burden has the potential to erode officers' empathy, especially if not balanced by a more humane distribution of workload and service times. Overall, the empathy dimension in public services at the West

Bandung Regency MPP has demonstrated a positive foundation through the friendliness of its staff, but it is not yet sufficiently robust in terms of contextual and systemic actions. Empathy still relies on personal initiative and has not yet become an institutional value embedded in service design. In conclusion, to strengthen the empathy dimension, the DPMPTSP needs to implement a user-sensitive design approach, introduce companions for the elderly and MSMEs, and expand empathy training as part of basic officer training. With these steps, services at the KBB MPP will be better able to address the community's human needs and strengthen the social legitimacy of the public bureaucracy.

## CONCLUSION

Based on the research findings regarding the quality of public services through the Public Service Mall (MPP) in West Bandung Regency in 2024, analyzed using the five SERVQUAL dimensions, it can be concluded that the quality of services provided by the Investment and One-Stop Integrated Services Office (DPMPTSP) has not yet fully met public expectations. Although the MPP has made a positive contribution to service integration and improved accessibility, the findings indicate that the tangibles dimension still faces limitations in infrastructure and facilities, which negatively affect service comfort. In the reliability dimension, significant issues were identified in the form of delays in the licensing process, while responsiveness remains weak due to the sluggish complaint handling system and uncertainty in follow-up actions. On the other hand, the assurance dimension shows relatively positive results, as staff are generally perceived as friendly and professional; however, technical capacity still requires improvement. Meanwhile, empathy has not yet been fully realized in the form of services oriented toward the needs of vulnerable groups. These findings confirm the hypothesis that improving public service quality heavily depends on the optimization of all SERVQUAL dimensions, particularly in terms of supporting infrastructure, complaint mechanisms, and staff capacity. Therefore, the application of this research can be implemented through the strengthening of data-driven service policies, regular training for service personnel, and more adaptive integration of information technology. Academically, this study contributes to the development of public administration scholarship, especially in evaluating local public policies aimed at increasing citizen satisfaction and participation.

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