



## Service Quality and Citizen Experience in Integrated Public Services: Evidence from the Public Service Mall of Madiun Regency

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Public Service Malls (Mal Pelayanan Publik/MPP) were developed in Indonesia to improve the accessibility, efficiency, and integration of public services through a one-stop service system. This study aims to analyze the quality of public services at the Public Service Mall of Madiun Regency using the SERVQUAL dimensions: tangibles, reliability, responsiveness, assurance, and empathy. A qualitative case study approach was employed to obtain an in-depth understanding of service implementation from the perspectives of both service providers and service users. Data were collected through observations, semi-structured interviews, and documentation involving six informants consisting of service officers from Dukcapil, DPMPTSP, BPJS, and Bapenda, as well as two community members. Data were analyzed using the interactive model of Miles and Huberman, including data reduction, data display, and conclusion drawing. The findings show that the overall quality of public services at the MPP of Madiun Regency is relatively good. Adequate facilities, consistent procedures, responsive officers, professional service attitudes, and empathetic interactions contribute positively to public service experiences. However, several challenges remain, including queue congestion, unstable digital systems, limited infrastructure, and the use of administrative language that is difficult for some users to understand. The study concludes that strengthening digital infrastructure, communication clarity, queue management, and human-centered service practices is important for improving integrated public service quality.

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### INTRODUCTION

Public service quality is an important indicator of government performance because it directly influences citizens' trust, satisfaction, and access to administrative services. In

contemporary public administration, governments are increasingly expected to provide services that are efficient, transparent, responsive, and citizen-oriented (Denhardt & Denhardt, 2015; Osborne, 2010). Consequently, improving public service quality has become a central agenda of bureaucratic reform in Indonesia, particularly through the development of integrated public service systems.

One of the major innovations in Indonesian public administration is the establishment of Public Service Malls (Mal Pelayanan Publik/MPP), which integrate various government services within a single service center. The implementation of MPP is supported by Law Number 25 of 2009 concerning Public Services and Presidential Regulation Number 89 of 2021 concerning Public Service Malls. Through this integrated system, citizens can access population administration, business licensing, taxation, social security, and other services more efficiently and conveniently. The MPP model reflects the broader shift toward citizen-centered governance, administrative simplification, and integrated service delivery in the public sector (Osborne, 2010; Denhardt & Denhardt, 2015).

Previous studies indicate that the quality of integrated public services is influenced by physical facilities, digital infrastructure, administrative capacity, and the competence of service officers (Setyawan, 2020; Suryani & Nasution, 2020). The increasing use of digital systems and integrated information technology has also become an important component of public service reform because it can improve service efficiency, accessibility, and coordination (Gil-Garcia et al., 2018; Osborne et al., 2013). Nevertheless, several studies show that public service quality often remains constrained by technological disruptions, infrastructure limitations, procedural complexity, and variations in officers' communication skills and responsiveness (Anwar & Agustin, 2021). In addition, citizens evaluate public services not only based on administrative outcomes but also on interpersonal interactions, fairness, clarity of communication, and professional conduct during the service process (Parasuraman et al., 1988; Denhardt & Denhardt, 2015).

Initial observations at the Public Service Mall of Madiun Regency indicate several challenges related to digital infrastructure, queue management, communication clarity, and service responsiveness during crowded conditions. These issues suggest that evaluating public service quality requires attention not only to procedural efficiency but also to human-centered service practices and organizational capacity. Therefore, this study aims to analyze the quality of public services at the Public Service Mall of Madiun Regency using the SERVQUAL dimensions proposed by Parasuraman et al. (1988), namely tangibles, reliability,

responsiveness, assurance, and empathy. Through this approach, the study seeks to provide a comprehensive understanding of how administrative, technological, and interpersonal factors shape citizens' experiences in integrated public service delivery.

## **METHOD**

This study employed a qualitative approach using a case study design to analyze the quality of public services at the Public Service Mall (Mal Pelayanan Publik/MPP) of Madiun Regency. A qualitative case study was considered appropriate because the study aimed to obtain an in-depth understanding of public service practices, citizens' experiences, and the implementation of integrated public services within a specific institutional context (Creswell & Poth, 2018; Yin, 2018). Through this approach, the researcher was able to explore service quality phenomena comprehensively from the perspectives of both service providers and service users.

The research was conducted at the Public Service Mall of Madiun Regency in 2025. Informants were selected purposively based on their direct involvement in public service activities and their experiences related to service implementation at the MPP. Purposive sampling is commonly used in qualitative research to identify participants who possess relevant knowledge and experiences regarding the phenomenon under investigation (Patton, 2015). The study involved six informants consisting of four service officers from different service units and two community members as service users. The informants included staff members from the Department of Population and Civil Registration (Dukcapil), the Investment and One-Stop Integrated Service Office (DPMPTSP), BPJS, and the Regional Revenue Agency (Bapenda), as well as two citizens who had utilized services at the MPP.

Data were collected through observation, semi-structured interviews, and documentation. Observation was conducted to obtain direct information regarding the implementation of public services, including service flow, queue management, officer-user interactions, information accessibility, waiting room conditions, and supporting facilities. Observation enabled the researcher to compare actual service practices with established administrative procedures and service standards (Creswell & Poth, 2018).

Semi-structured interviews were conducted to explore participants' experiences and perceptions regarding service quality at the MPP. The interviews focused on service procedures, clarity of information, responsiveness of officers, professionalism, convenience, supporting facilities, and challenges encountered during the service process. The semi-



structured format allowed flexibility for developing additional questions based on participants' responses in order to obtain richer and more detailed information (Kvale & Brinkmann, 2009). In addition, documentation techniques were used to support and validate findings obtained from observations and interviews. The documents reviewed included service standards, standard operating procedures (SOPs), information boards, service photographs, queue systems, and administrative records related to service implementation.

To ensure the trustworthiness of the findings, this study applied the criteria proposed by Lincoln and Guba (1985), namely credibility, transferability, dependability, and confirmability. Credibility was strengthened through data triangulation by comparing findings from interviews, observations, and documentation. Transferability was supported through detailed descriptions of the research context and participants. Dependability was maintained through consistent data collection and analysis procedures, while confirmability was ensured by interpreting findings based on empirical evidence gathered during the research process.

Data analysis followed the interactive model developed by Miles, Huberman, and Saldaña (2014), consisting of three interconnected stages: data reduction, data display, and conclusion drawing/verification. During data reduction, the researcher selected, simplified, categorized, and organized relevant information obtained from the field. Data display involved presenting findings systematically through thematic narratives to facilitate interpretation and analysis. Finally, conclusions were drawn continuously throughout the research process and verified by reviewing the consistency of findings across multiple data sources.

## RESULTS AND DISCUSSIONS

### Results

#### *Tangibles: Adequate Physical Facilities but Limited Digital Support*

The findings indicate that the tangible dimension of service quality at the Public Service Mall (MPP) of Madiun Regency was generally perceived positively by both service officers and service users. Physical facilities such as service counters, waiting areas, seating, computers, printers, and information boards were considered sufficiently available to support integrated public services. Informants also highlighted that the service environment was relatively clean, organized, and comfortable, contributing to a more professional public service atmosphere. A service officer explained that the existing facilities had generally supported daily administrative services:

“The facilities and infrastructure at the MPP are generally adequate to support public

services. Service desks, chairs, computers, printers, and internet networks are available. However, problems usually occur when the network or administrative system becomes slow.” (Respondent\_1)

“The waiting room is available, service counters are clearly visible, and the place is quite comfortable. However, when the situation becomes crowded, the waiting area feels more congested.” (Respondent\_5)

These findings suggest that the MPP has successfully provided a reasonably organized physical service environment that supports integrated public administration. The availability of visible service counters, waiting rooms, and administrative equipment reflects institutional efforts to improve service accessibility and convenience for citizens.

Nevertheless, the study also identified several limitations related to digital infrastructure and information accessibility. Although information boards, service flow charts, and administrative requirements were available, many users still experienced difficulties in understanding service procedures, particularly first-time visitors. Several informants emphasized that technical language, unclear instructions, and the placement of information boards reduced the effectiveness of service communication. One officer noted:

“Service information boards and procedures are already available, but some citizens still ask directly because they do not fully understand the information. The information needs to be simpler and easier to see.” (Respondent\_2)

“The information is available, but for first-time visitors it can still be confusing. The service flow and requirements should be made larger, simpler, and placed in more visible locations.” (Respondent\_6)

In addition, digital dependency emerged as a recurring operational challenge within the tangible dimension. Since most administrative processes relied heavily on online systems and internet connectivity, unstable networks frequently affected service efficiency. Several officers explained that delays in internet access or disruptions in centralized systems often slowed down document verification and administrative processing.

Overall, the tangible dimension of service quality at the MPP of Madiun Regency can be categorized as relatively adequate in terms of physical infrastructure and workplace facilities. However, the effectiveness of these facilities remains constrained by unstable digital systems, limited readability of service information, and overcrowding during peak service hours. These findings indicate that improving digital infrastructure, simplifying service instructions, and optimizing waiting area management are essential to strengthening the overall public service experience.

***Reliability: Procedural Consistency with Operational Constraints***

The findings demonstrate that the reliability dimension of service quality at the Public Service Mall (MPP) of Madiun Regency was generally reflected through the consistent implementation of service procedures, careful document verification, and adherence to established standard operating procedures (SOPs). Both service officers and citizens perceived that administrative services were delivered in a relatively orderly and systematic manner, particularly through queue-based service mechanisms and document validation processes. Service officers emphasized that procedural consistency was maintained through the application of institutional regulations and administrative standards. One informant explained:

“Public services are carried out based on SOPs and administrative regulations. Officers examine document completeness and verify data to ensure that the service process remains consistent and error-free.” (Respondent\_1)

“To maintain consistency in licensing services, officers follow SOPs and existing regulations. Every application is examined according to the type of permit, administrative requirements, and system procedures.” (Respondent\_2)

These findings indicate that service reliability at the MPP was strongly supported by procedural discipline and the careful verification of administrative documents. Service officers consistently attempted to ensure that each applicant received services according to the same procedural standards, thereby minimizing administrative errors and maintaining institutional accountability.

From the perspective of service users, the reliability of services was reflected in the orderly service flow and the attentiveness of officers in checking administrative requirements. One participant noted:

“The service process follows the queue and established procedures. Officers check the documents first and explain if something is missing. This makes the service feel more organized.” (Respondent\_5)

In addition, the findings revealed that officers demonstrated considerable attention to detail in verifying documents, matching data, and ensuring that administrative requirements corresponded with citizens' service needs. Such accuracy was particularly important because administrative errors could affect official public documents and licensing processes.

However, despite the relatively consistent implementation of procedures, several operational constraints continued to affect service reliability. One of the most frequently reported challenges involved incomplete citizen documents, which often delayed administrative processing and required applicants to repeat certain procedures.

“If the documents are incomplete, citizens must complete them first before the process can continue. Sometimes this makes the service take longer.” (Respondent\_6)

In addition, informants repeatedly identified unstable internet connectivity and slow digital systems as significant barriers to reliable service delivery. Since many services relied heavily on centralized online platforms, disruptions in digital infrastructure frequently slowed data verification and document processing.

“The main challenges usually involve internet networks, online systems, data verification, and incomplete documents. When these problems occur, the service process takes longer.” (Respondent\_3)

Another operational issue concerned service queues and overcrowding during peak hours, which reduced procedural efficiency and occasionally affected the consistency of service delivery. Although officers attempted to maintain orderly services, high visitor volumes created additional pressure on service performance and waiting times.

Overall, the reliability dimension of service quality at the MPP of Madiun Regency can be considered relatively strong in terms of procedural consistency, officer accuracy, and adherence to SOPs. Nevertheless, the effectiveness of reliable service delivery remains constrained by incomplete citizen documentation, unstable digital systems, and queue congestion during busy service periods. These findings suggest that strengthening digital infrastructure, improving public understanding of administrative requirements, and optimizing queue management are essential to enhancing the reliability of integrated public services.

### ***Responsiveness: Staff Responsiveness Supports Public Satisfaction***

The findings reveal that the responsiveness dimension of service quality at the Public Service Mall (MPP) of Madiun Regency was generally perceived positively by both service officers and citizens. Service responsiveness was reflected through the willingness of officers to provide assistance, respond to questions promptly, explain procedures clearly, and guide citizens throughout the administrative process. These practices contributed to a more supportive and citizen-oriented service experience. Several informants emphasized that officers consistently attempted to respond quickly to citizens' requests and administrative needs.

“Service officers try to respond quickly to citizens' needs, especially when people ask about administrative requirements or service procedures. However, the speed of service still depends on queue conditions and the system.” (Respondent\_1)

“Officers respond to applicants as quickly as possible, particularly during licensing

consultations. However, if the queue is crowded or documents require detailed verification, the response process can take longer.” (Respondent\_2)

These findings indicate that responsiveness within the MPP was strongly influenced by the active role of frontline officers in assisting citizens and providing procedural guidance. Officers were generally perceived as communicative and willing to help individuals who experienced difficulties understanding service requirements or administrative procedures. From the perspective of service users, responsiveness was reflected in the helpfulness and clarity of communication provided by officers. One participant explained:

“The officers help when people do not understand the procedures. Usually, they show the correct service counter and explain the required documents. In my opinion, this is very helpful.” (Respondent\_5)

“The officers seem prepared when citizens need assistance. The explanations are quite clear, although for some matters people still need to confirm the information again.” (Respondent\_6)

The findings further demonstrate that responsiveness was not limited to service speed alone, but also included the readiness of officers to provide understandable explanations and direct assistance during the service process. This aspect was particularly important because many citizens were unfamiliar with technical administrative procedures, licensing requirements, or digital service systems.

Despite these positive perceptions, several operational constraints continued to affect the responsiveness of public services. One of the most common challenges involved long queues and overcrowding during peak service hours, which reduced officers’ ability to respond quickly to all citizens simultaneously. A service user explained:

“When the service area becomes crowded, officers cannot immediately serve everyone. In addition, when the system is slow, citizens must wait longer.” (Respondent\_5)

In addition, digital system limitations and unstable internet connectivity frequently slowed service responses, particularly for services requiring online verification or centralized database access.

“The main obstacles affecting responsiveness include long queues, network disruptions, slow application systems, and incomplete documents. These conditions can extend service time.” (Respondent\_3)

These findings suggest that the responsiveness of service delivery at the MPP depended not only on the attitudes and communication skills of service officers, but also on the

effectiveness of digital infrastructure and queue management systems. Although officers demonstrated a strong willingness to assist citizens, system disruptions and high service demand often reduced operational efficiency.

Overall, the responsiveness dimension at the MPP of Madiun Regency can be categorized as relatively positive due to the communicative attitude, helpfulness, and prompt assistance provided by service officers. Nevertheless, responsiveness remains constrained by overcrowded queues and digital system limitations that occasionally delay service processes. Therefore, improving digital service stability, strengthening information accessibility, and optimizing queue management are essential to enhancing responsive public service delivery.

### ***Assurance: Professionalism Builds Public Trust***

The findings indicate that the assurance dimension of service quality at the Public Service Mall (MPP) of Madiun Regency was generally perceived positively by both service officers and citizens. Assurance was reflected through the professionalism of service officers, the clarity of explanations provided to citizens, and the implementation of relatively transparent administrative procedures. These factors contributed to strengthening public trust in the service process and institutional credibility.

Service officers emphasized that explanations and information provided to citizens were delivered based on official procedures, administrative regulations, and verified data.

“The officers provide explanations according to administrative regulations and official procedures. The information must be clear and accurate because it relates to citizens’ official documents and data.” (Respondent\_1)

“Service officers provide explanations based on licensing procedures and existing regulations. Because licensing services involve technical requirements, the information must be delivered carefully so that applicants understand the process.” (Respondent\_2)

These findings suggest that assurance within the MPP was strongly associated with procedural professionalism and the ability of officers to communicate reliable information. Service officers attempted to ensure that citizens understood the required documents, administrative stages, and follow-up procedures before continuing the service process.

From the perspective of service users, officers were generally perceived as professional, polite, and capable of providing understandable explanations. One participant stated:

“The officers provide fairly clear explanations regarding service requirements and procedures. This helps citizens feel more confident in following the service process.” (Respondent\_5)

“The officers appear polite and carry out services according to their responsibilities. However, for citizens who are unfamiliar with administrative matters, the explanations sometimes still need to use simpler language.” (Respondent\_6)

The findings further demonstrate that citizens generally obtained sufficient information regarding service requirements, procedures, and administrative stages. Officers also attempted to provide transparency regarding additional verification processes, incomplete documents, or system-related delays. Such communication practices played an important role in maintaining public trust, particularly when service disruptions occurred.

However, several operational challenges continued to affect the assurance dimension of service quality. One of the most significant issues involved delays caused by slow digital systems, document verification processes, and incomplete administrative requirements. These conditions occasionally reduced certainty regarding service completion time and created confusion among service users.

“Service certainty can be affected by network disruptions, system applications, data verification, and incomplete documents. When these problems occur, officers must explain the situation clearly so that citizens do not become confused.” (Respondent\_3)

In addition, some citizens reported that administrative explanations and procedural terminology remained too technical, particularly for first-time users or individuals unfamiliar with bureaucratic processes. Although officers attempted to provide guidance, technical administrative language occasionally reduced the accessibility of information and required additional clarification from citizens.

“Public trust can decrease when information is unclear or when service completion time is uncertain. However, if officers explain the obstacles properly, citizens can better understand the situation.” (Respondent\_5)

Overall, the assurance dimension at the MPP of Madiun Regency can be categorized as relatively positive due to the professionalism, politeness, and procedural transparency demonstrated by service officers. Citizens generally trusted the officers and perceived the service process as sufficiently accountable and organized. Nevertheless, assurance remains constrained by technical administrative language, uncertainty in service completion time, and operational disruptions related to digital systems and document verification. Therefore, simplifying administrative communication, improving transparency regarding service timelines, and strengthening system reliability are essential to further enhancing public trust in integrated public services.

### ***Empathy: Personalized Assistance Improves Service Experience***

The findings indicate that the empathy dimension of service quality at the Public Service Mall (MPP) of Madiun Regency was reflected through the willingness of service officers to provide personalized assistance, show concern toward citizens' difficulties, and maintain courteous interactions during the service process. Both service officers and citizens generally perceived that officers attempted to understand individual service needs and provide guidance in a patient and approachable manner. These practices contributed to creating a more comfortable and citizen-centered public service experience.

Several informants emphasized that empathy was demonstrated through officers' attentiveness in assisting citizens who experienced difficulties understanding administrative procedures or completing service requirements.

“Officers try to understand the needs and difficulties faced by citizens during the service process. Assistance is provided especially for people who are unfamiliar with administrative procedures or service requirements.” (Respondent\_1)

“Service officers are expected to remain patient and provide explanations according to the condition of each applicant. Some citizens require more detailed guidance because not everyone understands the administrative process.” (Respondent\_2)

These findings suggest that empathy within the MPP was not limited to friendliness alone, but also involved officers' willingness to provide individualized assistance based on citizens' specific administrative situations. Officers were generally perceived as approachable and willing to guide citizens through complex service procedures.

From the perspective of service users, empathy was reflected in the supportive attitude and personal attention provided by frontline officers.

“The officers are quite patient and willing to help when citizens do not understand the requirements or procedures. This makes people feel more comfortable during the service process.” (Respondent\_5)

“In my opinion, the officers treat citizens politely and provide assistance when needed. Citizens feel more confident asking questions because the officers respond in a friendly manner.” (Respondent\_6)

The findings further demonstrate that empathetic interactions contributed positively to citizens' perceptions of public service quality. Personalized explanations, patient communication, and respectful treatment helped reduce confusion and increased citizens' confidence in navigating administrative procedures. This aspect became particularly important for elderly citizens, first-time service users, or individuals unfamiliar with bureaucratic requirements.

Nevertheless, several operational conditions continued to limit the consistency of empathetic service delivery. During periods of high visitor volume and long queues, interactions between officers and citizens tended to become shorter and less personalized. In such situations, officers prioritized procedural efficiency, which occasionally reduced opportunities for more detailed guidance and communication.

In addition, the increasing reliance on digital administrative systems sometimes created barriers for citizens with limited technological literacy. Some service users still required direct assistance from officers to understand online procedures, digital verification processes, or electronic administrative requirements. Consequently, empathy remained closely connected to officers' ability to adapt communication styles according to citizens' varying levels of understanding and administrative experience.

Overall, the empathy dimension at the MPP of Madiun Regency can be categorized as relatively positive due to the supportive attitude, patience, and personalized assistance demonstrated by service officers. Citizens generally perceived that officers were approachable and willing to help throughout the service process. However, maintaining empathetic interactions during peak service hours and improving support for digitally disadvantaged citizens remain important challenges. Therefore, strengthening citizen-centered communication practices and maintaining adequate staffing during busy periods are essential to sustaining empathetic public service delivery.

## **Discussion**

### ***Integrated Public Service and Citizen-Oriented Governance***

The findings of this study indicate that the overall quality of public services at the Public Service Mall (MPP) of Madiun Regency can generally be categorized as relatively good, particularly in terms of service integration, accessibility, procedural coordination, and citizen convenience. The integration of multiple public service agencies within a single service center has simplified administrative processes and reduced the fragmentation commonly found in conventional bureaucratic systems. This finding reflects the broader direction of public administration reform in Indonesia, which emphasizes bureaucratic simplification, service integration, and citizen-oriented governance as part of efforts to improve the effectiveness and legitimacy of public institutions. In contemporary public administration, integrated public services are increasingly viewed as an important strategy for improving administrative efficiency, reducing procedural complexity, and strengthening the relationship between

government institutions and citizens (Denhardt & Denhardt, 2015; Osborne, 2010; Bovaird & Löffler, 2003). The implementation of MPP therefore represents not only an administrative innovation, but also a transformation toward more collaborative, accessible, and citizen-centered governance practices.

The study further demonstrates that citizens evaluated service quality not only based on administrative outcomes, but also on how services were delivered throughout the interaction process. Citizens perceived positively the availability of integrated facilities, officers' willingness to provide explanations, responsiveness in assisting service users, and efforts to maintain politeness and fairness during service delivery. These findings support the New Public Service perspective, which argues that citizens should not merely be treated as passive recipients of government services, but as active stakeholders whose experiences, expectations, and needs must become central considerations in governance processes (Denhardt & Denhardt, 2015). From this perspective, the quality of public service is strongly influenced by the ability of public institutions to combine procedural effectiveness with responsive and humane interactions between officers and citizens (Osborne et al., 2013; Vigoda-Gadot, 2007).

Nevertheless, the findings also reveal that the implementation of integrated public services at MPP Madiun Regency continues to face several technical and organizational challenges. Service effectiveness was occasionally affected by unstable digital systems, network disruptions, queue congestion, incomplete administrative documents, and inconsistencies in communication clarity during crowded service conditions. These findings indicate that service integration alone does not automatically guarantee service effectiveness unless supported by adequate institutional capacity, reliable digital infrastructure, and effective organizational coordination. Previous studies in public administration similarly emphasize that the success of integrated public service systems depends on the interaction between administrative capacity, technological readiness, human resources, and inter-organizational coordination mechanisms (Gil-Garcia et al., 2018; Osborne, 2010; Lægreid & Rykkja, 2015). Consequently, public service reform requires not only structural integration but also continuous improvements in operational management and service communication.

In a broader governance context, the findings suggest that MPP Madiun Regency reflects a gradual transition from traditional bureaucratic administration toward a more citizen-centered public service model. Although several procedural and technical limitations remain, the implementation of integrated services has contributed positively to citizens' service experiences and perceptions of government responsiveness. This finding reinforces the



argument that contemporary public administration should prioritize accessibility, transparency, responsiveness, and inclusiveness as essential principles of good governance and public service reform (United Nations, 2018; Denhardt & Denhardt, 2015; Osborne et al., 2013). Therefore, strengthening integrated public service institutions such as MPP becomes important not only for improving administrative efficiency, but also for enhancing public trust and reinforcing the legitimacy of local government institutions.

### ***Administrative Reliability and Digital Service Challenges***

The findings of this study demonstrate that the reliability, responsiveness, and tangible dimensions of service quality at the Public Service Mall (MPP) of Madiun Regency are closely interconnected within the broader context of integrated public service management. The availability of service counters, waiting rooms, information boards, queue systems, and integrated service facilities generally contributed positively to citizens' perceptions of accessibility and administrative convenience. In addition, the implementation of digital systems and integrated administrative procedures helped simplify service coordination among agencies operating within the MPP environment. These findings indicate that integrated service facilities and digital administrative systems play an important role in improving procedural efficiency and reducing bureaucratic fragmentation in public service delivery. In public administration studies, integrated service systems are increasingly viewed as an important component of digital governance because they allow governments to improve coordination, simplify procedures, and provide services more efficiently and transparently to citizens (Osborne, 2010; Gil-Garcia et al., 2018; Dunleavy et al., 2006). The implementation of MPP therefore reflects broader efforts toward administrative modernization and integrated governance within the Indonesian public sector.

Despite these positive developments, the study also reveals that service reliability and responsiveness remain significantly influenced by organizational capacity and digital infrastructure readiness. Several technical obstacles—including unstable internet networks, slow application systems, queue congestion, and delays in administrative verification—occasionally reduced the consistency and speed of service delivery. These findings suggest that digital transformation in public services cannot rely solely on the existence of technology, but also requires stable infrastructure, effective coordination mechanisms, and institutional readiness to manage increasingly complex service demands. Previous public administration research similarly emphasizes that the effectiveness of digital governance depends on the



interaction between technological systems, administrative capacity, organizational coordination, and human resource competence (Gil-Garcia & Pardo, 2005; Janssen & Estevez, 2013; Læg Reid & Rykkja, 2015). In integrated service environments such as MPP, service efficiency becomes highly dependent on the ability of institutions to maintain system reliability while simultaneously managing large numbers of service users.

The findings further indicate that procedural reliability in public services is strongly associated with clarity of information and citizens' understanding of administrative requirements. Although officers generally attempted to provide guidance and explanations, incomplete documents and limited public understanding of procedural requirements often contributed to delays in service completion. This finding demonstrates that administrative reliability is not merely a technical matter of procedural compliance, but also a communicative process requiring accessible and understandable service information. In the context of public administration, effective communication and procedural transparency are considered essential elements of accountable governance because they reduce uncertainty, improve service predictability, and strengthen citizens' trust in public institutions (Bovaird & Löffler, 2003; Denhardt & Denhardt, 2015). Consequently, the effectiveness of integrated public services depends not only on administrative systems but also on the government's ability to ensure that citizens can easily understand and navigate service procedures.

Moreover, the study highlights that responsiveness and service efficiency are closely connected to organizational workload and service management capacity. Officers generally demonstrated willingness to assist citizens and provide direct explanations regarding service procedures; however, responsiveness tended to decline during periods of high service demand and queue accumulation. This finding supports previous studies arguing that public service quality is shaped not only by frontline officers' attitudes, but also by organizational arrangements, staffing adequacy, queue management systems, and institutional adaptability in handling fluctuating service demands (Osborne et al., 2013; Vigoda-Gadot, 2007). From the perspective of integrated service management, maintaining service responsiveness requires continuous coordination between technological systems, administrative procedures, and human resource management to ensure that services remain efficient and citizen-oriented under varying operational conditions.

Overall, the findings suggest that the implementation of integrated public services at MPP Madiun Regency reflects important progress toward digital governance and administrative modernization. The integration of physical facilities, digital systems, and



coordinated administrative services has generally improved accessibility and procedural efficiency for citizens. Nevertheless, challenges related to network stability, digital infrastructure reliability, queue congestion, and procedural communication remain significant factors affecting service consistency and responsiveness. These findings reinforce the argument that successful public service reform requires not only technological integration, but also strong administrative capacity, organizational adaptability, and sustainable institutional support systems capable of maintaining efficient and reliable service delivery (Dunleavy et al., 2006; Janssen & Estevez, 2013; Osborne, 2010).

### ***Human Interaction, Assurance, and Public Trust***

The findings of this study indicate that citizens evaluated public services at the Public Service Mall (MPP) of Madiun Regency not only based on the completion of administrative procedures, but also through the quality of interpersonal interactions occurring during the service process. Citizens generally perceived service officers as polite, patient, communicative, and willing to provide additional explanations when administrative procedures were not fully understood. Officers were also observed assisting elderly citizens, persons with disabilities, and citizens requiring special guidance during service delivery. These findings demonstrate that the quality of public services is strongly influenced by human interaction and relational experiences between public officers and citizens. In contemporary public administration, service quality is increasingly understood not merely as procedural efficiency, but as the government's ability to create respectful, inclusive, and citizen-centered interactions that strengthen public confidence and institutional legitimacy (Denhardt & Denhardt, 2015; Osborne et al., 2013; Vigoda-Gadot, 2007). Thus, interpersonal communication and humane treatment become central components of effective public governance.

The findings further reveal that assurance and empathy are closely interconnected dimensions in shaping public trust toward government institutions. Citizens felt more confident in the service process when officers were able to provide clear explanations, communicate politely, demonstrate professionalism, and treat service users fairly regardless of their social or economic backgrounds. This finding supports the SERVQUAL perspective, which emphasizes assurance and empathy as important determinants of service quality because they influence users' perceptions of security, trustworthiness, fairness, and institutional care (Parasuraman et al., 1988). In the context of public services, assurance is not solely related to technical competence or procedural certainty, but also to the ability of public institutions to foster trust



through transparent communication and respectful interactions (Bovaird & Löffler, 2003; Dwiyanto, 2006). Consequently, public trust develops not only from successful administrative outcomes, but also from citizens' experiences of being treated fairly and respectfully throughout the service process.

These findings strongly align with the New Public Service perspective, which argues that public institutions should prioritize serving citizens rather than merely controlling administrative processes (Denhardt & Denhardt, 2015). From this perspective, citizens are viewed as active stakeholders whose dignity, participation, and experiences must be respected within governance practices. The officers at MPP Madiun Regency attempted to adjust explanations according to citizens' levels of understanding, provide procedural guidance patiently, and maintain communicative interactions even when service conditions became crowded. Such practices reflect the principles of human-centered public service, where responsiveness, empathy, fairness, and interpersonal communication are considered essential elements of democratic governance and public legitimacy (Osborne, 2010; United Nations, 2018). The findings therefore suggest that public service effectiveness is not solely determined by institutional structures or digital systems, but also by the quality of human relationships developed within everyday service interactions.

Moreover, the study demonstrates that relational aspects of public service play an important role in reducing citizens' uncertainty and strengthening perceptions of administrative justice. Friendly communication, patience, and fairness helped citizens feel more comfortable and supported when dealing with administrative procedures that were often perceived as complicated or technical. In public administration literature, relational governance emphasizes that trust in public institutions is constructed through repeated interactions characterized by transparency, respect, responsiveness, and ethical conduct (Klijn et al., 2010; Vigoda-Gadot, 2007). This perspective is particularly relevant in integrated public service environments such as MPP, where citizens interact directly with multiple service agencies and expect not only efficient procedures but also humane and inclusive treatment. Therefore, interpersonal service quality becomes a strategic factor influencing public satisfaction and citizens' broader perceptions of government performance.

Nevertheless, the findings also indicate that maintaining empathetic and communicative interactions consistently remains challenging during periods of high service demand and queue congestion. In crowded conditions, interactions between officers and citizens tended to become shorter, potentially reducing opportunities for personalized communication and emotional

support. This finding suggests that human-centered public services require not only individual officer commitment but also adequate organizational support, staffing capacity, and workload management to ensure that interpersonal quality can be maintained consistently across service conditions (Osborne et al., 2013; Denhardt & Denhardt, 2015). Overall, the findings reinforce the argument that assurance, empathy, and relational communication constitute fundamental elements of citizen-centered governance because they strengthen public trust, improve service experiences, and enhance the legitimacy of government institutions within contemporary public administration systems.

### ***Implications for Public Service Reform***

The findings of this study provide several important implications for strengthening public service reform, particularly in integrated service institutions such as the Public Service Mall (MPP) of Madiun Regency. First, the study highlights the importance of improving digital infrastructure and system reliability to support administrative efficiency and service consistency. Technical disruptions, unstable internet networks, and delays in digital verification processes were found to affect service responsiveness and procedural reliability. In the context of digital governance, effective public services increasingly depend on the integration of stable technological systems, administrative coordination, and organizational adaptability (Gil-Garcia et al., 2018; Janssen & Estevez, 2013; Dunleavy et al., 2006). Therefore, local governments need to strengthen network infrastructure, improve integrated service applications, and ensure continuous technical support to maintain efficient and accessible public service delivery.

Second, the findings indicate the need to simplify administrative communication and improve public access to procedural information. Although officers generally attempted to explain service requirements clearly, some citizens still experienced difficulties understanding technical administrative language and procedural instructions. This suggests that citizen-oriented public services require communication systems that are not only accurate, but also accessible and understandable for citizens with diverse educational and social backgrounds. Public administration studies emphasize that transparency and communicative clarity are essential components of accountable and citizen-centered governance because they reduce uncertainty and strengthen public trust in government institutions (Denhardt & Denhardt, 2015; Bovaird & Löffler, 2003; Osborne, 2010). Consequently, service institutions should develop more simplified information systems through visual guidance, digital information displays,



procedural assistance, and clearer public communication strategies.

Third, the study demonstrates the importance of strengthening organizational capacity through better queue management, workload distribution, and human resource development. Responsiveness and interpersonal service quality tended to decline during crowded service conditions, indicating that service quality is closely related to institutional capacity in managing fluctuating public demand. In this regard, public institutions need to optimize queue systems, improve staffing arrangements, and implement service scheduling mechanisms to maintain efficiency and responsiveness consistently (Osborne et al., 2013; Vigoda-Gadot, 2007). In addition, continuous training programs focusing on communication skills, empathy, public ethics, and citizen-oriented service practices are necessary to strengthen officers' ability to provide humane and professional services. This finding aligns with the New Public Service perspective, which emphasizes that public officials should prioritize serving citizens through collaborative, respectful, and responsive interactions rather than focusing solely on administrative procedures (Denhardt & Denhardt, 2015).

Finally, the findings emphasize the importance of strengthening inclusive public service practices as part of broader governance reform. The existence of special assistance for elderly citizens, persons with disabilities, and vulnerable service users reflects institutional efforts to develop more equitable and accessible public services. Inclusive governance is increasingly recognized as a key principle of contemporary public administration because effective public services should be accessible to all citizens regardless of their physical, social, or economic conditions (United Nations, 2018; Osborne, 2010). Therefore, future public service reforms should not only focus on administrative efficiency and technological modernization, but also prioritize inclusiveness, fairness, and citizen-centered service culture to strengthen public trust and improve the overall quality of governance.

## CONCLUSION

This study examined the quality of public services at the Public Service Mall (MPP) of Madiun Regency using the five SERVQUAL dimensions: tangibles, reliability, responsiveness, assurance, and empathy. The findings indicate that the overall quality of services at MPP Madiun Regency is generally quite good. Service facilities and infrastructure support the administrative process, officers provide services according to procedures, and citizens perceive the services as relatively responsive, professional, and fair.

The study also found that the responsiveness and reliability of services are still influenced



by several challenges, including network disruptions, slow digital systems, incomplete documents, and high service demand during crowded periods. In addition, although officers generally provide clear explanations and professional assistance, some citizens still experience difficulties understanding technical administrative language and obtaining certainty regarding service completion times.

The empathy dimension shows that officers demonstrate friendliness, patience, and concern toward citizens, including those requiring special assistance. This finding reflects that public services at MPP Madiun Regency are increasingly oriented toward human-centered and citizen-focused service practices.

Overall, this study concludes that public service quality is influenced not only by physical facilities and procedural consistency but also by communication quality, responsiveness, professionalism, and empathetic interactions between officers and citizens. Therefore, improvements in digital infrastructure, queue management, communication clarity, and inclusive service culture are necessary to strengthen citizen satisfaction and public trust in public services.

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