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CROSS-AGENCY PUBLIC SERVICE INTEGRATION AT THE SITUBONDO PUBLIC SERVICE MALL: A WHOLE-OF-GOVERNMENT PERSPECTIVE

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Abstract

Studies on Public Service Malls have generally focused on service innovation, service quality, and citizen satisfaction, while institutional integration and cross-organizational relations remain insufficiently examined. This study analyzes public service integration through a Whole-of-Government approach at the Situbondo Public Service Mall and formulates strategies to strengthen it. A descriptive qualitative approach was employed using interviews, observations, and document analysis. Ten informants were purposively selected based on their authority, direct involvement, experience, and knowledge of the governance and operation of the Public Service Mall. Data were analyzed through condensation, categorization, thematic interpretation using the four Whole-of-Government clusters, and conclusion verification, and data credibility was strengthened through source and method triangulation. The findings show that integration has been reflected in cross-agency coordination, role distribution, joint evaluation forums, and one-stop service delivery. However, integration remains partial due to inconsistent service availability, differences in organizational culture, weak collective accountability, limited procedural harmonization, and insufficient integrative leadership. The novelty of this study lies in positioning the Public Service Mall as an arena of relational and institutional integration rather than merely a physical co-location of services. Empirically, the study recommends cross-agency performance indicators, institutionalized service commitments, harmonized procedures, stronger integrative leadership, and integrated data systems. Theoretically, it extends the application of the Whole-of-Government approach to local public service governance and demonstrates that service co-location does not automatically produce substantive integration.

Keywords: Integrated Governance; Whole-of-Government; Public Service Mall; Public Service; Collaborative Governance; Institutional Integration.

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Abstrak

Kajian mengenai Mal Pelayanan Publik umumnya berfokus pada inovasi pelayanan, kualitas layanan, dan kepuasan masyarakat, sedangkan integrasi kelembagaan serta hubungan lintas organisasi yang menopang pelayanan terpadu masih belum banyak dianalisis. Penelitian ini bertujuan menganalisis integrasi pelayanan publik melalui pendekatan Whole of Government pada Mal Pelayanan Publik Kabupaten Situbondo serta merumuskan strategi penguatannya. Penelitian menggunakan pendekatan kualitatif deskriptif dengan teknik pengumpulan data melalui wawancara, observasi, dan dokumentasi. Sebanyak sepuluh informan dipilih secara purposif berdasarkan kewenangan, keterlibatan langsung, pengalaman, dan pengetahuan mereka terhadap pengelolaan serta penyelenggaraan Mal Pelayanan Publik. Data dianalisis melalui kondensasi data, kategorisasi dan penyajian data, analisis tematik berdasarkan empat klaster Whole of Government, serta penarikan dan verifikasi kesimpulan, dengan keabsahan data yang diperkuat melalui triangulasi sumber dan teknik. Hasil penelitian menunjukkan bahwa integrasi pelayanan telah tercermin dalam koordinasi lintas instansi, pembagian peran, forum evaluasi bersama, dan penyelenggaraan pelayanan satu pintu. Namun, integrasi masih bersifat parsial karena ketidakkonsistenan kehadiran layanan, perbedaan budaya kerja, lemahnya akuntabilitas kolektif, belum harmonisnya prosedur pelayanan, dan terbatasnya kepemimpinan integratif. Kebaruan penelitian terletak pada penempatan Mal Pelayanan Publik sebagai arena integrasi relasional dan institusional, bukan sekadar penggabungan layanan secara fisik. Secara empiris, penelitian ini merekomendasikan indikator kinerja lintas instansi, komitmen kehadiran layanan, harmonisasi prosedur, penguatan kepemimpinan integratif, serta integrasi data. Secara teoretis, penelitian ini memperluas penerapan Whole of Government pada tata kelola pelayanan publik daerah dan menegaskan bahwa ko-lokasi layanan tidak otomatis menghasilkan integrasi substantif.

Kata Kunci: Tata Kelola Terintegrasi; Whole of Government; Mal Pelayanan Publik; Pelayanan Publik; Tata Kelola Kolaboratif; Integrasi Kelembagaan.

INTRODUCTION

The Situbondo Regency Public Service Mall (*Mal Pelayanan Publik*, MPP) was established as a space for the integration of various service-providing agencies within a single public service ecosystem. The presence of the MPP is expected to address the problems of slow, fragmented, sectoral bureaucracy that is less responsive to the needs of the community.[1] Normatively, this model carries the hope that the public no longer has to deal with service procedures scattered across many institutions, but can instead obtain services more easily, quickly, affordably, safely, comfortably, and in a coordinated manner in one place.[2] However, the reality of public service delivery does not always run in line

[1]Ohan Suryana, 'Mal Pelayanan Publik dalam Bingkai Whole of Government (WoG) dan Implementasi E-Government di Indonesia', *Jurnal Ilmiah Kajian Keimigrasian* 1, no. 2 (2018): 51–67, https://doi.org/10.52617/jikk.v1i2.30.

[2]Peraturan Presiden Republik Indonesia Nomor 89 Tahun 2021 tentang Penyelenggaraan Mal Pelayanan Publik; Peraturan Menteri Pendayagunaan Aparatur Negara dan Reformasi Birokrasi Republik Indonesia Nomor 92 Tahun 2021 tentang Petunjuk Teknis Penyelenggaraan Mal Pelayanan Publik.

with the institutional design that has been formulated.[3] In the context of the Situbondo Regency MPP, a number of issues are still found that indicate service integration has not fully occurred as a complete governance structure. The Situbondo Regency MPP became the focus of this research because there are still indications of service fragmentation, such as service units that are not consistently present, agencies that do not always provide services according to schedule, and certain service processes that remain fragmented among agencies.

These issues indicate that the integration of public services should not merely be understood as the physical unification of various agencies in one building. The presence of multiple agencies at a single location may facilitate public access, but it does not automatically result in truly integrated service governance, as co-location without a supporting organizational and information architecture tends to leave integration incomplete.[4] Substantive integration requires alignment of goals, cross-organizational coordination, joint working mechanisms, clear role distribution, information exchange, and collective accountability,[5] as well as leadership capable of mobilizing cross-agency commitment.[6] This is where the issue of the Situbondo Regency MPP becomes interesting to study, as the problems that arise are not only administrative in nature, but also concern inter-organizational relations, bureaucratic culture, institutional commitment, and the ability of local government to build cross-sector governance.

Situbondo Regency is a relevant locus because its MPP is an institution currently in the process of consolidating governance. The Situbondo Regency MPP involves 24 agencies with 103 types of services, consisting of local government services, vertical agencies, state-owned and regional-owned enterprises, and other related institutions. Since beginning operations on August 12, 2024, until September 30, 2025, it has served 58,607 applicants, demonstrating that the presence of direct services at the MPP is still highly needed by the community. However, the large number of applicants does not necessarily indicate that service governance has been running optimally, as studies of other regencies show that integrated service policies can remain short of their objectives.[7] The high demand from the community therefore requires strengthening integration so that services are not only physically available but also genuinely connected procedurally, institutionally, and operationally.

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[3]Fadiyah Mumayyisah, Ihyani Malik, and Riskasari Riskasari, 'Efektivitas Kebijakan Mal Pelayanan Publik Terpadu di Kabupaten Barru', *Kajian Ilmiah Mahasiswa Administrasi Publik (KIMAP)* 5, no. 1 (2024): 89–103, https://doi.org/10.26618/kimap.v5i1.14059; Salsabilla Nadyatuzzahro, Nunik Herawati, and Wijayanto, 'Implementasi Kebijakan Mal Pelayanan Publik di Kabupaten Lamongan Tahun 2023', *Journal of Politic and Government Studies* 13, no. 4 (2024).

[4]Dilani Maryam, 'Penyelenggaraan Integrasi Pelayanan Publik di Mal Pelayanan Publik DKI Jakarta: Tinjauan melalui Pendekatan Whole of Government' (thesis, Universitas Gadjah Mada, 2020), https://etd.repository.ugm.ac.id/home/detail_pencarian_downloadfiles/573645.

[5]B. Guy Peters, 'The Challenge of Policy Coordination', *Policy Design and Practice* 1, no. 1 (2018): 1–11, https://doi.org/10.1080/25741292.2018.1437946; Geert Bouckaert, B. Guy Peters, and Koen Verhoest, *The Coordination of Public Sector Organizations: Shifting Patterns of Public Management* (Basingstoke: Palgrave Macmillan, 2010); Eugene Bardach, *Getting Agencies to Work Together: The Practice and Theory of Managerial Craftsmanship* (Washington, DC: Brookings Institution Press, 1998).

[6]Barbara C. Crosby and John M. Bryson, 'Integrative Leadership and the Creation and Maintenance of Cross-Sector Collaborations', *The Leadership Quarterly* 21, no. 2 (2010): 211–30, https://doi.org/10.1016/j.leaqua.2010.01.002; Ricardo S. Morse, 'Integrative Public Leadership: Catalyzing Collaboration to Create Public Value', *The Leadership Quarterly* 21, no. 2 (2010): 231–45, https://doi.org/10.1016/j.leaqua.2010.01.003.

[7]Mumayyisah, Malik, and Riskasari, 'Efektivitas Kebijakan Mal Pelayanan Publik Terpadu di Kabupaten Barru'; Nadyatuzzahro, Herawati, and Wijayanto, 'Implementasi Kebijakan Mal Pelayanan Publik di Kabupaten Lamongan Tahun 2023'.

The urgency of this research lies in the fact that the Situbondo Regency MPP not only represents an administrative innovation in the unification of various public services, but also becomes an important arena to test the extent to which institutional integration truly works in local government practice. The continued presence of service inconsistencies, differences in work culture between agencies, weak integrative leadership, and incomplete coordination mechanisms indicate that the issues of the MPP do not stop at the availability of service counters or the physical unification of services in one building. This research therefore positions the MPP as a space for analyzing cross-organizational governance based on the Whole-of-Government approach, which emerged as a response to the fragmentation of public sector organizations.[8] It focuses on how coordination, collective accountability, procedural harmonization, and institutional commitment are built to realize public services that are not only easily accessible but also truly integrated, responsive, and sustainable.

Theoretically, this study contributes to the development of Whole-of-Government studies by expanding its application from policy coordination at the national level to public service governance at the local level. It integrates the perspective of governance as a relational process among actors with the Whole-of-Government approach as an institutional framework to explain the formation of cross-organizational integration in the operation of Public Service Malls.[9] This contribution leads to the understanding that public service integration cannot be adequately measured solely by the consolidation of locations, the number of agencies, or the types of services available. Rather, it must be analyzed based on the interconnectedness of coordination structures, the harmonization of procedures, the fostering of a collaborative work culture, collective accountability, integrative leadership, and service delivery mechanisms.[10]

Based on these conditions, this study answers two research questions. First, how is the integrated governance of service-providing agencies from the Whole-of-Government perspective at the Public Service Mall in Situbondo Regency? Second, what are the strategies for optimizing the integrated governance of service-providing agencies at the Public Service Mall in Situbondo Regency? These questions are important because studies on the Public Service Mall often stop at aspects of policy effectiveness, service innovation, or public satisfaction,[11] whereas the more fundamental issue lies in the local government's ability to build inter-agency institutional integration. This study not only assesses the existence of the Public Service Mall as an administrative innovation but also examines it as a practice of integrated governance based on the Whole-of-Government approach.

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[8]Tom Christensen and Per Lægreid, 'The Whole-of-Government Approach to Public Sector Reform', *Public Administration Review* 67, no. 6 (2007): 1059–66, https://doi.org/10.1111/j.1540-6210.2007.00797.x; Perri 6, Diana Leat, Kimberly Seltzer, and Gerry Stoker, *Towards Holistic Governance: The New Reform Agenda* (Basingstoke: Palgrave, 2002); Suryana, 'Mal Pelayanan Publik dalam Bingkai Whole of Government (WoG) dan Implementasi E-Government di Indonesia'.

[9]Chris Ansell and Alison Gash, 'Collaborative Governance in Theory and Practice', *Journal of Public Administration Research and Theory* 18, no. 4 (2008): 543–71, https://doi.org/10.1093/jopart/mum032; Kirk Emerson, Tina Nabatchi, and Stephen Balogh, 'An Integrative Framework for Collaborative Governance', *Journal of Public Administration Research and Theory* 22, no. 1 (2012): 1–29, https://doi.org/10.1093/jopart/mur011.

[10]Christensen and Lægreid, 'The Whole-of-Government Approach to Public Sector Reform'; John M. Bryson, Barbara C. Crosby, and Melissa Middleton Stone, 'The Design and Implementation of Cross-Sector Collaborations: Propositions from the Literature', *Public Administration Review* 66, no. s1 (2006): 44–55, https://doi.org/10.1111/j.1540-6210.2006.00665.x.

[11]Mumayyisah, Malik, and Riskasari, 'Efektivitas Kebijakan Mal Pelayanan Publik Terpadu di Kabupaten Barru'; Nadyatuzzahro, Herawati, and Wijayanto, 'Implementasi Kebijakan Mal Pelayanan Publik di Kabupaten Lamongan Tahun 2023'; Suryana, 'Mal Pelayanan Publik dalam Bingkai Whole of Government (WoG) dan Implementasi E-Government di Indonesia'.

LITERATURE REVIEW

The concept of governance developed as a response to the limitations of the traditional government approach, which placed the state as the sole actor in the administration of public affairs. Governance emphasizes that the resolution of public issues does not depend on the government alone, but also on processes of interaction, coordination, collaboration, and collective decision-making among actors.[12] From a public administration perspective, governance encompasses important elements such as formal and informal processes, the involvement of local and regional actors, joint decision-making, and patterns of engagement that go beyond the government alone. Governance therefore becomes an important framework for understanding how various actors interact in the provision of public services.

In the context of public services, the Public Service Mall (MPP) is an institutional model designed to integrate various types of services in one place. The MPP is not only intended to simplify public access but also to build service integration between the central government, local governments, vertical agencies, state-owned and regional-owned enterprises, and other institutions involved in public services.[13] Conceptually, the MPP is a form of service innovation that aligns with the bureaucratic reform agenda because it is oriented towards ease, speed, affordability, safety, and comfort of service. However, the effectiveness of the MPP depends greatly on the institutional capacity to build inter-agency integration. If each agency continues to operate according to its own sectoral logic, the MPP has the potential to become merely a gathering place for services rather than a truly integrated service system.[14]

The Whole-of-Government approach becomes relevant to explain this issue. This approach emerged as a response to the fragmentation of the public sector caused by strong sectoral work patterns and compartmentalized divisions of authority.[15] Whole-of-Government emphasizes the importance of cross-organizational cooperation to achieve common goals, especially in addressing public problems that cannot be solved by a single agency independently. This approach views integration as an effort to build coordinated actions, alignment of objectives, joint work mechanisms, and horizontal and vertical coordination in the administration of government.[16]

Theoretically, the Whole-of-Government approach can be analyzed through four main clusters.[17] First, new ways of working across organizations, which emphasize shared goals, governance structures, working mechanisms, and role distribution. Second, new types of organizations, which involve the formation of a new organizational culture that

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[12]Ansell and Gash, 'Collaborative Governance in Theory and Practice'; Emerson, Nabatchi, and Balogh, 'An Integrative Framework for Collaborative Governance'.

[13]Suryana, 'Mal Pelayanan Publik dalam Bingkai Whole of Government (WoG) dan Implementasi E-Government di Indonesia'; Peraturan Presiden Republik Indonesia Nomor 89 Tahun 2021 tentang Penyelenggaraan Mal Pelayanan Publik.

[14]Maryam, 'Penyelenggaraan Integrasi Pelayanan Publik di Mal Pelayanan Publik DKI Jakarta'; Mumayyisah, Malik, and Riskasari, 'Efektivitas Kebijakan Mal Pelayanan Publik Terpadu di Kabupaten Barru'.

[15]Christensen and Lægreid, 'The Whole-of-Government Approach to Public Sector Reform'; Perri 6, Leat, Seltzer, and Stoker, *Towards Holistic Governance*; Christopher Pollitt, 'Joined-Up Government: A Survey', *Political Studies Review* 1, no. 1 (2003): 34–49, https://doi.org/10.1111/1478-9299.00004.

[16]Gemma Carey and Brad Crammond, 'What Works in Joined-Up Government? An Evidence Synthesis', *International Journal of Public Administration* 38, no. 13–14 (2015): 1020–29; Peters, 'The Challenge of Policy Coordination'; Naomi Aoki, Melvin Tay, and Stuti Rawat, 'Whole-of-Government and Joined-Up Government: A Systematic Literature Review', *Public Administration*, 2023, https://doi.org/10.1111/padm.12949.

[17]Tom Ling, 'Delivering Joined-Up Government in the UK: Dimensions, Issues and Problems', *Public Administration* 80, no. 4 (2002): 615–42, https://doi.org/10.1111/1467-9299.00321.

supports cross-boundary work, information exchange, value adaptation, and civil servant competencies. Third, new accountabilities and incentives, which refer to the need for shared accountability, collective performance measures, and incentives that support integrated work. Fourth, new ways of delivering services, which are new methods of providing more responsive and integrated services through a one-stop service model. These four clusters are used as the main analytical framework in understanding integrated governance practices at the Situbondo Regency Public Service Mall.

The literature on public service integration indicates that the approaches of governance, collaborative governance, integrated governance, and Whole-of-Government have different yet interrelated focuses. Governance emphasizes interactions among actors, while Whole-of-Government focuses on reducing bureaucratic fragmentation through cross-organizational coordination, alignment of objectives, and shared accountability.[18] However, a number of studies still tend to assume that the consolidation of services into a single location reflects effective integration. This view warrants critical examination because co-location is not always accompanied by harmonized procedures, information exchange, shared commitment, and integrative leadership; joining-up arrangements can even reproduce the silos they were meant to overcome.[19] Therefore, this study employs the Whole-of-Government framework as an analytical tool to assess whether the Public Service Mall has evolved from mere physical consolidation of services toward substantive integration encompassing cross-organizational work patterns, a collaborative culture, collective accountability, and interconnected service mechanisms.

Previous research shows that joined-up and integrated governance has been studied in the contexts of whole-of-government reform, collaborative governance, and public service delivery.[20] However, most studies still treat collaborative governance, integrated governance, and Whole-of-Government as standalone frameworks. This study takes a different position by combining the concept of governance as a relational foundation with Whole-of-Government as the institutional architecture of integrated service. The novelty of this research lies in interpreting the MPP as an empirical arena of integrated governance rather than merely an administrative service innovation. The integration of public services at the Situbondo MPP is not understood as the unification of services in one building, but as relational-institutional integration that encompasses formal and informal processes, cross-actor collaboration, collective decision-making, changes in work methods, a new organizational culture, collective accountability, and one-stop-shop services.

METHOD

This study employs a descriptive qualitative approach because the integration of public services from a Whole-of-Government perspective is a contextual and process-oriented phenomenon that involves cross-organizational relationships and cannot be explained solely through the measurement of variables.[21] Qualitative research allows

[18]Ansell and Gash, 'Collaborative Governance in Theory and Practice'; Christensen and Lægreid, 'The Whole-of-Government Approach to Public Sector Reform'.

[19]Jonathan S. Davies, 'The Limits of Joined-Up Government: Towards a Political Analysis', *Public Administration* 87, no. 1 (2009): 80–96, https://doi.org/10.1111/j.1467-9299.2008.01740.x; Maryam, 'Penyelenggaraan Integrasi Pelayanan Publik di Mal Pelayanan Publik DKI Jakarta'.

[20]Ling, 'Delivering Joined-Up Government in the UK'; Carey and Crammond, 'What Works in Joined-Up Government?'; Emerson, Nabatchi, and Balogh, 'An Integrative Framework for Collaborative Governance'; Bryson, Crosby, and Stone, 'The Design and Implementation of Cross-Sector Collaborations'; Perri 6, 'Joined-Up Government in the Western World in Comparative Perspective: A Preliminary Literature Review and Exploration', *Journal of Public Administration Research and Theory* 14, no. 1 (2004): 103–38, https://doi.org/10.1093/jopart/muh006.

[21]Margarete Sandelowski, 'Whatever Happened to Qualitative Description?', *Research in Nursing & Health* 23, no. 4 (2000): 334–40.

researchers to explore processes, meanings, actor relationships, institutional dynamics, as well as obstacles and opportunities for public service integration in a more contextual manner.[22] This approach enables the study to identify patterns of coordination, division of roles, decision-making mechanisms, work culture, accountability, and the dynamics of inter-agency relationships in the operation of the Situbondo Regency Public Service Mall. The descriptive nature of the study is used not merely to describe empirical conditions, but to interpret how service integration is formed, implemented, negotiated, and faces obstacles in institutional practice.

The research location is the Public Service Mall of Situbondo Regency. This location was selected because it is a space for the integration of various service-providing agencies that is currently in the process of governance strengthening. Data were collected through interviews, observations, and documentation, which allows findings to be corroborated across multiple sources of evidence.[23] Interviews were used to explore informants' views on institutional integration practices, cross-agency coordination, decision-making mechanisms, service obstacles, and governance optimization strategies.[24] Observations were conducted to directly see the service processes, the presence of service tenants, interactions between officers, and the factual conditions of the MPP implementation. Documentation was used to examine institutional data, service documents, lists of agencies, types of services, and other relevant supporting documents. The research informants are presented in Table 1.

Table 1. Research Informants

No	Informant Code	Position / Institution	Informant Category
1	YRWP	Regent of Situbondo	Key Informant
2	DAB	Head of the Investment and One-Stop Integrated Service Office	Key Informant
3	TCS	Head of the Population and Civil Registration Office	Key Informant
4	ZA	Intermediate Expert Policy Analyst	Main Informant
5	EV	Bank Jatim	Additional Informant
6	IA	Samsat	Additional Informant
7	EG	Samsat	Additional Informant
8	IK	Regional Water Company (PDAM)	Additional Informant
9	FH	Regional Revenue Agency (Bapenda)	Additional Informant
10	FK	Primary Tax Service Office (KPP Pratama)	Additional Informant

Source: Processed by the authors (2026).

Informants were selected using a criteria-based purposive sampling technique, which involved selecting individuals who possessed the authority, direct involvement, experience, and knowledge relevant to the management and delivery of services at the Situbondo Regency Public Service Mall, as well as the capacity to explain the phenomena being studied.[25] A total of ten informants were categorized into key informants, a main

[22]John W. Creswell and Cheryl N. Poth, *Qualitative Inquiry and Research Design: Choosing Among Five Approaches*, 4th ed. (Thousand Oaks, CA: SAGE, 2018).

[23]Robert K. Yin, *Case Study Research and Applications: Design and Methods*, 6th ed. (Thousand Oaks, CA: SAGE, 2018).

[24]Steinar Kvale and Svend Brinkmann, *InterViews: Learning the Craft of Qualitative Research Interviewing*, 3rd ed. (Thousand Oaks, CA: SAGE, 2015).

[25]Ilker Etikan, Sulaiman Abubakar Musa, and Rukayya Sunusi Alkassim, 'Comparison of Convenience Sampling and Purposive Sampling', *American Journal of Theoretical and Applied Statistics* 5, no. 1 (2016): 1–4, https://doi.org/10.11648/j.ajtas.20160501.11.

informant, and additional informants. Key informants were selected because they possess strategic authority and capacity in policy-making. The main informant, an Intermediate Expert Policy Analyst, was selected because of direct involvement in, and comprehensive knowledge of, the coordination and management processes and the dynamics of service integration at the Mall. Additional informants were drawn from service-providing agencies with direct experience in service delivery. This categorization ensures that the research data encompass policy, managerial, coordinative, and operational perspectives. The use of a single main informant does not mean that the findings rely on a single data source: the information obtained from the main informant was confirmed and compared with statements from the three key informants and the six additional informants.

Data analysis proceeded through the stages of data collection, data condensation, data display, and conclusion drawing and verification.[26] Data obtained from interviews, observations, and documentation were analyzed thematically based on the research focus and the four clusters of the Whole-of-Government framework.[27] Data credibility was strengthened through source triangulation and methodological triangulation.[28] Source triangulation was conducted by comparing information from local government officials, managers of the Public Service Mall, and staff from service-providing agencies, while methodological triangulation was conducted by cross-checking interview results with observational data and documentation. This process was used not only to verify the consistency of information but also to identify differing perspectives, resolve data contradictions, and deepen the interpretation of cross-agency integration practices, so that the research results have depth, credibility, and strong relevance to empirical conditions in the field.[29]

FINDINGS AND DISCUSSION

Findings

1. Integrated Governance of Service-Providing Agencies from the Whole-of-Government Perspective

The research results show that the integrated governance of service-providing agencies at the Public Service Mall of Situbondo Regency has begun to reflect Whole-of-Government principles. This is evident from efforts to build cross-agency coordination, the division of roles among service providers, joint evaluation forums, and an orientation to provide easier and more integrated services to the public. Within the framework of new ways of working across organizations, the Mall shows a shift in work patterns from a sectoral bureaucratic model to a more collaborative working model. Each agency is no longer positioned merely as a standalone service unit, but as part of an interconnected public service ecosystem.

New ways of working across organizations. Interview results show that the governance of the Mall has begun to move from a sectoral work pattern to a cross-agency work pattern. The Head of the Investment and One-Stop Integrated Service Office (DPMPTSP) explained that:

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[26]Matthew B. Miles, A. Michael Huberman, and Johnny Saldaña, *Qualitative Data Analysis: A Methods Sourcebook*, 3rd ed. (Thousand Oaks, CA: SAGE, 2014).

[27]Virginia Braun and Victoria Clarke, 'Using Thematic Analysis in Psychology', *Qualitative Research in Psychology* 3, no. 2 (2006): 77–101, https://doi.org/10.1191/1478088706qp063oa; Ling, 'Delivering Joined-Up Government in the UK'.

[28]Nancy Carter, Denise Bryant-Lukosius, Alba DiCenso, Jennifer Blythe, and Alan J. Neville, 'The Use of Triangulation in Qualitative Research', *Oncology Nursing Forum* 41, no. 5 (2014): 545–47, https://doi.org/10.1188/14.ONF.545-547.

[29]Yvonna S. Lincoln and Egon G. Guba, *Naturalistic Inquiry* (Newbury Park, CA: SAGE, 1985).

> *"The presence of various agencies in one service space is not only intended to bring services closer to the community but also to build a more coordinated working mechanism. Each service tenant still has its own authority, but in the practice of operating the MPP, it is necessary to have an understanding that the services provided must be seen as part of the overall regional public service system."*[30]

Coordination forums, service schedule distribution, and joint evaluations become important instruments for maintaining inter-agency connectivity, although in practice not all agencies show the same level of commitment. This view is reinforced by informants from Samsat, who stated that:

> "*The existence of the MPP helps shorten the coordination distance between agencies, especially when the public needs cross-service information. Before the MPP existed, people often had to move from one office to another to obtain procedural certainty. Once within a single service ecosystem, officers can more easily direct the public to the appropriate agency*."[31]

The informants also noted that this coordination still occurs more frequently at the technical field level, while the integration of procedures between agencies has not been fully organized systematically. Cross-organizational work patterns are thus beginning to form, but they have not entirely transformed into an institutionalized working mechanism.

New types of organizations. Interview results show that the Mall encourages the formation of a more open and adaptive service organizational culture. The Head of the Population and Civil Registration Office stated that:

> "*Officials working at the MPP not only need to understand the internal procedures of their respective agencies, but also need to understand the position of their services within the broader flow of public service. The MPP trains staff not to work exclusively within the confines of their originating organizations, but rather to be more responsive to the needs of the public, who often do not understand the division of authority among agencies*."[32]

According to him, this cultural change is important because people come to the Mall not to understand the bureaucratic structure, but to obtain clear, fast, and directed services. The informant from the Regional Water Company (PDAM), however, provided a more critical view:

> "*The presence of many agencies in one building does not automatically create the same work culture. Each agency still brings its own character, procedures, work rhythm, and bureaucratic habits. In some situations, these differences can create service gaps, especially when one agency is ready to provide full services, while another agency is not yet consistently present or still requires further processing at its parent office*."[33]

This statement indicates that the formation of new service organizations within the Mall is still in the adaptation process and has not yet produced a uniform collaborative culture.

New accountabilities and incentives. Interview results show that the main challenge lies in the still weak collective accountability between agencies. The Intermediate Expert Policy Analyst explained that:

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[30]Interview with DAB, Head of the Investment and One-Stop Integrated Service Office, Situbondo Regency.

[31]Interview with IA and EG, Samsat officers, Situbondo Regency.

[32]Interview with TCS, Head of the Population and Civil Registration Office, Situbondo Regency.

[33]Interview with IK, Regional Water Company (PDAM), Situbondo Regency.

> "*So far, each agency still tends to be accountable for its performance based on its own sectoral indicators. As a result, the success of MPP as a unified service has not yet been fully measured through shared indicators. If MPP truly wants to operate from a Whole of Government perspective, there needs to be cross-agency performance measures that not only assess the number of services or the presence of tenants, but also service consistency, coordination speed, complaint resolution, and the integration of information received by the public.*"[34]

This view is partially contradicted by informants from Bank Jatim, who assess that although collective accountability is not yet fully formal, shared responsibility is beginning to grow in daily service practices:

> "*When there are members of the public who are confused or need cross-service guidance, officers from other tenants often help provide initial information, even though the service is not directly their responsibility. This demonstrates a sense of moral responsibility as part of the MPP.*"[35]

The informants acknowledged that this form of responsibility is still informal and highly dependent on the initiative of individual officers. Collective accountability has begun to emerge in practice, but it is not strong without clearer rules, indicators, and joint evaluation mechanisms.

New ways of delivering services. Interview results indicate that the Mall has brought tangible changes in the way services are delivered to the community. Informants from the Regional Revenue Agency (Bapenda) explained that:

> "*The one-stop service model makes it easier for the public because several service needs can be accessed in one location. The public no longer has to visit many offices just to obtain initial information or complete part of the administrative process. In this context, the MPP has presented a face of public service that is more practical, transparent, and easily accessible*."[36]

The informant emphasized that the convenience of the location is not enough without simplification of procedures and certainty of service completion. The informant from the Primary Tax Service Office (KPP Pratama) added that:

> "*The integrated service model at the MPP provides a space for the public to obtain cross-sector information more quickly, but its effectiveness is still determined by the readiness of the system and the consistency of each agency's presence. In some types of services, the public still needs to continue the process to the related agency's channel or office because technical authority cannot yet be fully completed at the MPP.*"[37]

Overall, the interviews show that integrated governance at the Situbondo Regency Mall has begun to reflect the Whole-of-Government principle through changes in cross-organizational work patterns, a more adaptive service culture, emerging shared responsibility, and an integrated service model. This integration is not yet fully substantive because it still faces differences in work culture between agencies, uneven commitment to service availability, weak collective accountability, and incomplete harmonization of service procedures. The Mall can be understood as a space of public service integration in the process of institutional consolidation rather than as a fully mature system.

[34]Interview with ZA, Intermediate Expert Policy Analyst, Situbondo Regency
[35]Interview with EV, Bank Jatim, Situbondo Regency.
[36]Interview with FH, Regional Revenue Agency (Bapenda), Situbondo Regency.
[37]Interview with FK, Primary Tax Service Office (KPP Pratama), Situbondo Regency.

Hybrid governance and institutional tensions. The governance model of the Mall remains hybrid, combining interagency coordination with sectoral authority retained by each organization. The DPMPTSP performs a coordinating role through scheduling, evaluation forums, and the facilitation of operational issues, but does not fully control the human resources, procedures, information systems, and substantive decisions of other agencies. This is evident when coordination can be carried out at the technical level, but a number of services still have to be processed through the systems or main offices of the relevant agencies.

Institutional tensions are also evident in the varying levels of attendance, operational readiness, and commitment among agencies. Some service providers fully deliver services at the Mall, while others provide only preliminary information or limited services. This indicates an asymmetry of bureaucratic power: agencies that control data, digital systems, or the authority to issue documents hold a more decisive position in the service process, while the DPMPTSP does not always possess the hierarchical authority to ensure staff presence, adherence to schedules, and procedural harmonization.

Institutional resistance does not manifest as open refusal but through a tendency to maintain sectoral procedures, work culture, performance indicators, and accountability mechanisms. Each agency remains more accountable to its parent organization than to the Mall as a unified service entity. Sectoral competition is also evident in differing priorities and performance orientations, resulting in limited willingness to share data, streamline procedures, and assume cross-organizational responsibilities. This study did not identify direct partisan political interference; however, strengthening integration remains dependent on the support of local leaders and on the local government's ability to secure cross-agency commitments.

2. Integrated Governance Optimization Strategy for Service-Providing Agencies

The results on the second research question indicate that the optimization of integrated governance at the Mall needs to be directed in a gradual, realistic manner, and based on institutional strengthening. Optimization is not achieved merely by increasing the number of services or improving physical facilities, but must address the root issues of integration: inter-agency coordination, institutional commitment, a culture of working together, information systems, collective accountability, and integrative leadership. Six strategies emerge from the data, which are summarized in Figure 1 and described in turn below.



Figure 1. Road Map of Integrated Governance Optimization Strategy at the Situbondo Public Service Mall. *Source: Data processed by the authors (2026).*

The first strategy is the strengthening of institutional integration. This can be carried out by reaffirming the role of the DPMPTSP as coordinator of Mall implementation, strengthening cross-agency coordination forums, preparing periodic evaluation mechanisms, and institutionalizing the commitment of each service-providing agency to be present. The Mall cannot operate effectively if each agency is present only administratively without consistent operational commitment, so institutional strengthening also needs to be directed toward joint work standards.

The second strategy is the harmonization of service procedures and mechanisms. Because service processes are still fragmented, it is necessary to map service flows between agencies, identify overlapping points, simplify procedures, and integrate service information for the public. This helps the public understand the service flow more easily, reduces the need to go outside the Mall's mechanism, and ensures that the Mall functions as a space for service resolution rather than only initial administrative processing.

The third strategy is the strengthening of integrative leadership. Leadership in the Mall is not only administrative; it must be able to direct, control, mediate, and mobilize cross-agency commitment. Weak integrative leadership risks increasing service fragmentation, inconsistent service presence, and weak compliance with shared standards.

The fourth strategy is digital transformation and data integration. Information systems connected across agencies are an essential requirement of modern service governance; without data exchange, service coordination is slow and joint decision-making is difficult. Digital transformation should be directed toward easily accessible service information, queue integration, service status tracking, visitor databases, and public satisfaction evaluation systems, and should be understood not merely as the use of applications but as an instrument for speed, transparency, and accountability.

The fifth strategy is strengthening the capacity of apparatus and a collaborative culture. Apparatus assigned to the Mall need public communication competence, cross-service understanding, coordination abilities, and a responsive service orientation. A collaborative culture needs to be built through joint guidance, cross-agency training, experience-sharing forums, and the internalization of integrated service values.

The sixth strategy is the sustainable institutionalization of the integrated governance model. The optimization of the Mall cannot be achieved solely through short-term strategies. The strategies are therefore mapped into three horizons: the short term, strengthening institutional integration and the quality of the service ecosystem; the medium term, innovation transformation and strengthening the adaptive capacity of the Whole-of-Government approach; and the long term, strengthening governance sustainability and institutionalizing the integrated governance model, as shown in Figure 2.



Figure 2. Research Roadmap for Integrated Governance Optimization at the Situbondo Public Service Mall. *Source: Data processed by the authors (2026).*

Priority strategies should focus on strengthening institutional integration through cross-agency performance indicators, ensuring service availability, harmonizing procedures, and strengthening the DPMPTSP's coordinating authority. The next phase includes data and information system integration, capacity building for civil servants, and the institutionalization of a joint evaluation forum. This sequence ensures that digital transformation and service innovation do not proceed without a solid foundation of coordination and accountability. Implementation may face gaps in human resources, budgets, and digital infrastructure across agencies, as well as fragmentation resulting from differences in authority, procedures, and chains of command. Other obstacles may arise in the form of organizational resistance, the dominance of sectoral interests, and political intervention that emphasizes symbolic achievements over substantive integration. Implementation therefore requires regulatory support, the commitment of local leaders, a clear division of responsibilities, and consistent oversight and evaluation mechanisms.

Discussion

The findings of this study both reinforce and critique previous research on integrated governance and Whole-of-Government. Previous studies generally assert that the integration of public services requires horizontal coordination, leadership, accountability, and information exchange.[38] The findings at the Situbondo Regency Mall support this view, because service integration is indeed highly determined by the ability of various agencies to build shared goals, coordination forums, role distribution, and integrated service mechanisms. However, this study also shows that the existence of formal structures does not automatically result in substantive integration. It corrects the overly optimistic assumption that institutional unification or the provision of shared service spaces will automatically create integrated services.[39]

Compared with research that emphasizes local leadership in building collaboration, the results indicate that leadership is an important factor, but it is not sufficient without cross-agency control and accountability mechanisms. At the Situbondo Mall, coordination can be formed through joint forums, but its effectiveness is still influenced by the commitment of each agency. Integrative leadership must therefore work not only as a symbol of policy support, but as an active mechanism to ensure compliance, service presence, procedural harmonization, and cross-agency problem resolution.[40]

The findings also differ from studies that place more emphasis on public service innovation as an indicator of the success of Public Service Malls. Service innovation is not sufficiently assessed by the presence of a single service building or the number of agencies that have joined. A more important measure is the extent to which the public actually obtains services that are connected, easy to understand, consistent, and not fragmented. The Mall as an administrative innovation is not necessarily identical to the Mall as integrated governance. This distinction shifts the focus of analysis from the mere existence of integrated services to the quality of the institutional relationships behind them.[41]

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[38]Peters, 'The Challenge of Policy Coordination'; Bouckaert, Peters, and Verhoest, *The Coordination of Public Sector Organizations*; Carey and Crammond, 'What Works in Joined-Up Government?'.

[39]Davies, 'The Limits of Joined-Up Government'; Maryam, 'Penyelenggaraan Integrasi Pelayanan Publik di Mal Pelayanan Publik DKI Jakarta'.

[40]Crosby and Bryson, 'Integrative Leadership and the Creation and Maintenance of Cross-Sector Collaborations'; Morse, 'Integrative Public Leadership'.

[41]Suryana, 'Mal Pelayanan Publik dalam Bingkai Whole of Government (WoG) dan Implementasi E-Government di Indonesia'; Mumayyisah, Malik, and Riskasari, 'Efektivitas Kebijakan Mal Pelayanan Publik Terpadu di Kabupaten Barru'; Nadyatuzzahro, Herawati, and Wijayanto, 'Implementasi Kebijakan Mal Pelayanan Publik di Kabupaten Lamongan Tahun 2023'.

In addition, the results enrich the study of Whole-of-Government, which has more commonly been used in the context of national policy, digital transformation, sustainable development, or large-scale cross-sectoral issues. Whole-of-Government is also relevant at the local government level, particularly in the management of Public Service Malls.[42] The Situbondo findings show that fragmentation, sectoral egos, differences in organizational culture, and weak collective accountability occur not only at the ministerial or national policy level, but also manifest clearly in local public service practices.

The research reveals a governance paradox in the operation of Public Service Malls: formal integration has been established through the consolidation of locations, coordination forums, and the division of roles, yet fragmentation of authority, procedures, and sectoral accountability persists. This indicates institutional inertia, as changes in service structures are not immediately followed by changes in bureaucratic culture, work systems, and inter-agency performance orientation. Collaborative governance has limitations when inter-organizational relationships rely more on voluntary commitments than on binding mechanisms.[43] Collaboration tends to be effective on operational issues but weak in promoting substantive integration, particularly regarding the harmonization of procedures, data exchange, and collective accountability. Joint coordination, role division, evaluation forums, and one-stop services have laid the foundation for integration, but have not yet transformed the structure of authority, bureaucratic culture, and inter-agency accountability. Integrated governance can only be realized through harmonization of procedures, data exchange, collective performance indicators, and coordination instruments capable of ensuring compliance and commitment from all service providers.

The six optimization strategies are consistent with this reading of the literature. Strengthening institutional integration responds to the need for binding coordination instruments rather than voluntary cooperation.[44] Procedural harmonization, data integration, and a shared organizational culture correspond to the supporting architecture that co-located services require to become integrated.[45] The emphasis on integrative leadership reflects the role of leaders in convening actors and sustaining cross-sector commitment.[46] The digital transformation strategy aligns with the view that digital-era governance reintegrates fragmented service delivery,[47] while capacity building and a collaborative culture respond to the cultural dimension of Whole-of-Government reform.[48] Finally, the sustainable institutionalization of the model depends on regulatory support, as reflected in the national framework for Public Service Malls.[49]

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[42]Christensen and Lægreid, 'The Whole-of-Government Approach to Public Sector Reform'; Ling, 'Delivering Joined-Up Government in the UK'.

[43]Ansell and Gash, 'Collaborative Governance in Theory and Practice'; Emerson, Nabatchi, and Balogh, 'An Integrative Framework for Collaborative Governance'; Chris Huxham and Siv Vangen, *Managing to Collaborate: The Theory and Practice of Collaborative Advantage* (London: Routledge, 2005).

[44]Bouckaert, Peters, and Verhoest, *The Coordination of Public Sector Organizations*; Peters, 'The Challenge of Policy Coordination'.

[45]Maryam, 'Penyelenggaraan Integrasi Pelayanan Publik di Mal Pelayanan Publik DKI Jakarta'.

[46]Crosby and Bryson, 'Integrative Leadership and the Creation and Maintenance of Cross-Sector Collaborations'; Bryson, Crosby, and Stone, 'The Design and Implementation of Cross-Sector Collaborations'.

[47]Patrick Dunleavy, Helen Margetts, Simon Bastow, and Jane Tinkler, 'New Public Management Is Dead—Long Live Digital-Era Governance', *Journal of Public Administration Research and Theory* 16, no. 3 (2006): 467–94, https://doi.org/10.1093/jopart/mui057; Suryana, 'Mal Pelayanan Publik dalam Bingkai Whole of Government (WoG) dan Implementasi E-Government di Indonesia'.

[48]Christensen and Lægreid, 'The Whole-of-Government Approach to Public Sector Reform'; Bryson, Crosby, and Stone, 'The Design and Implementation of Cross-Sector Collaborations'.

[49]Peraturan Presiden Republik Indonesia Nomor 89 Tahun 2021 tentang Penyelenggaraan Mal Pelayanan Publik

The discussion emphasizes that the success of the Mall cannot be measured solely through administrative indicators such as the number of agencies, the number of types of services, or the number of applicants served. A more substantive measure is the Mall's ability to build integrated governance that includes coordination structures, a collaborative culture, accountability mechanisms, information integration, and cross-organizational leadership. The Situbondo Regency Mall shows that the integration of public services is an institutional process that is continuously negotiated, rather than an automatic result of the unification of service spaces.

CONCLUSION

This study shows that the integration of public services within a Whole-of-Government framework cannot be achieved simply by consolidating agencies into a single location. It requires the harmonization of authority, procedures, work culture, information systems, leadership, and accountability across organizations. At the Situbondo Regency Public Service Mall, coordination, role division, evaluation forums, and one-stop service have formed the foundation of integration. However, fragmented authority, inconsistent service presence, differences in bureaucratic culture, and weak collective accountability indicate that integration remains administrative in nature and is not yet substantive. To strengthen it, this study proposes six strategies: strengthening institutional integration, harmonizing service procedures, strengthening integrative leadership, digital transformation and data integration, strengthening apparatus capacity and a collaborative culture, and sustainably institutionalizing the integrated governance model.

The primary contribution of this study lies in clarifying the distinction between service co-location and substantive integration, while expanding the application of the Whole-of-Government approach to local public service governance. The findings are relevant to various integrated service models, as they emphasize that the success of integration depends on shared performance indicators, harmonized procedures, data integration, integrative leadership, and coordination mechanisms with binding power. This study is limited to a single location and is dominated by the perspective of service providers, based on ten informants. Future research is therefore recommended to conduct comparative studies across regions and to involve the experiences of service users.

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