



Public Service Mall as an Effort to Improve Public Service Quality in Semarang City

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ABSTRACT: Public service is an inherent obligation of the state to its citizens, as clearly regulated in the Constitution of the Republic of Indonesia (1945). The enhancement of public service quality must be conducted promptly, easily, affordably, safely, and comfortably for the community. This study aimed to identify and analyze the management of public services carried out in an integrated manner for all types of services in one place through the establishment of a Public Service Mall (PSM). A normative (doctrinal) approach was used, and qualitative descriptive analysis serves to describe or provide an overview of the researched object as it is, without intending to draw conclusions that apply universally. The research results indicate that the establishment of the Public Service Mall in Semarang City is a manifestation of the commitment of the Semarang City Government to establish adaptive policies in responding to the community's needs for service convenience, achieved through innovation, integration, and bureaucratic reform.

KEYWORDS: Adaptive Policy, Public Service Mall, Service Quality.

1. INTRODUCTION

The governance system of the Republic of Indonesia, grounded in the principles of the rule of law and democracy, with the aspiration to achieve the welfare of its citizens (welfare state), has been explicitly enshrined in the Constitution (1945 Constitution of the Republic of Indonesia). Fundamentally, it stipulates that "*The state shall be responsible for the provision of decent health care facilities and public service facilities.*" [Article 34, Paragraph (3)]. Article 28 of the 1945 Constitution also embodies the notion that the state is obligated to serve every citizen and resident to fulfill their basic rights and needs within the framework of public services.

Public services inherently constitute an inherent obligation that must be fulfilled by the state (government), in accordance with the mandate of the Preamble to the 1945 Constitution in the 4th clause, which states, "*protect the whole Indonesian nation and the entire native land of Indonesia and to advance the public welfare, to educate the life of the nation, and to participate in the execution of world order which is by virtue of freedom, perpetual peace, and social justice*".

Public service is a right of the community that must be fulfilled by the government. This right is a constitutional right articulated in the Preamble to the 1945 Constitution (Sarundajang, 2011). Indonesia, as a nation based on the principles of the rule of law and democracy, has adopted the paradigm of dynamic governance as an integral part of its governance system, aiming to achieve optimal public service.

The dynamic governance paradigm, as developed by Neo and Chen (2007) in Singapore, is structured in coherent, comprehensive, and systematic stages. The scope of dynamic governance includes 1) the framework of dynamic governance, 2) conceptual foundations, 3) development context, 4) cultural foundations, 5) policy implementation, 6) policy adaptation, 7) human resource development, 8) process innovation, 9) maintaining dynamic governance (Wasistiono & Anggraini, 2019).

Various efforts have been made by the government to enhance the quality of personnel in providing services to the public, including issuing various forms of legislation at both the central and local government levels. However, numerous issues persist within public service institutions, such as complicated service mechanisms, inadequate infrastructure, low human resources, overlapping service mechanisms between different agencies, convoluted bureaucratic processes, and a lack of information access regarding procedures and requirements for public dealings.

Such conditions have prompted President Joko Widodo to articulate the 5 Visions for Indonesia for the period 2019-2024. These five visions are expected to propel Indonesia towards greater productivity, competitiveness, and flexibility in facing dynamic and risky global challenges. The five visions outlined by the president are as follows:



- a. Accelerating and continuing infrastructure development;
- b. Developing human resources (HR);
- c. Inviting investments on a broad scale to create job opportunities;
- d. Bureaucratic reform; and
- e. A state budget (APBN) that is focused and targeted

The strategies employed, particularly to realize the fourth vision (letter d: bureaucratic reform), include prompt service and permit issuance; eliminating linear, monotonous thinking and breaking free from comfort zones; and fostering adaptability, productivity, innovation, and competitiveness. These strategies are intended to achieve public satisfaction, enhance efficiency and effectiveness in the implementation of service standards, and contribute to improving Indonesia's ranking in the Ease of Doing Business (EODB) index for 2019, reaching 40th place. The targets sought through this public service quality improvement program are:

- a. Improved quality of public services (faster, cheaper, safer, and more accessible) in government agencies.
- b. Increased number of service units that obtain international service standardization in government agencies.
- c. Increased public satisfaction index regarding the provision of public services by each government agency.

In line with the trajectory of bureaucratic reform, government agencies must strengthen their capabilities to confront dynamic environmental changes. Capabilities possess characteristics such as the ability to sense changes, identify opportunities, and effect organizational changes (Schoemaker, Heaton, & Teece, 2018). Leadership capabilities entail a mindset and working methodology developed through prolonged learning processes. Through this learning process, government administration, whether at the central or local levels, is required to possess the ability to adapt and respond to changes swiftly to address various challenges.

The essence of the dynamic governance paradigm emphasizes two main components: dynamic capabilities and organizational culture, where these two components mobilize human resources and processes toward adaptive policy changes, ultimately leading to dynamic governance (Kasim, et.al, 2015).

2. RESEARCH METHODS

This descriptive study was conducted using a normative (doctrinal) approach, specifically through conceptual and legislative approaches. Descriptive research is a type of research that provides a clear and detailed portrayal of a situation without any treatment of the researched object (Kontur, 2003).

The conceptual approach stems from views and doctrines within the field of legal science. Legal science perspectives and doctrines are utilized to discover ideas that give rise to legal understandings, legal concepts, and legal principles relevant to the issues at hand. The legislative approach is employed by examining legislation related to the legal issues under investigation (Marzuki, 2014). Qualitative descriptive analysis serves to describe or provide an overview of the researched object as it is, without intending to draw generalizable conclusions (Sugiyono, 2013). The basic principle of data presentation is communicative and comprehensive, where the presented data should capture the attention of others and be easy to understand.

3. RESULTS AND DISCUSSION

3.1. Public Service Mall (PSM)

According to the Kamus Besar Bahasa Indonesia (KBBI), the word "Mal" means a building or a group of buildings that house various shops connected by corridors or walkways (<https://kbbi.web.id/mal-4>). The term "mal" has now been adopted by the government because the concept of a mall describes a comfortable, safe environment that caters to all the needs of the community. This concept serves as the foundation for the government to realize quality public services through the Public Service Mall (PSM).

According to Keshelasvili (2016), the Public Service Mall is defined as: "Public Service Hall is the service entity where demand hardly can be managed. It may be categorized as a multi-channel and multi-stage structure. For servicing its consumers the entity applies to priority rule widespread in the practice-first of first service. At the entrance, the consumer is met by the area



consultants and they provide points to the relevant operators. Public service hall is divided into 3 parts: self-service-cash from the Automated Teller Machine (ATM), Remote payments, etc.”

Ma-Dupont(2017) defines the Public Service Mall into two parts: “front office” and “back office”: “The Public Service Hall provides front office service, helping meet citizens, needs as closely as possible, while government agencies fulfill the ‘back office’ tasks. Applying a customer service approach, they provide service in a very modern, comfortable, and welcoming building.”

The concept of the Public Service Mall has been promoted by the Indonesian government since 2017 through the Regulation of the Minister of Administrative and Bureaucratic Reform (MENPAN-RB) of the Republic of Indonesia Number 23 of 2017 concerning the Organization of the Public Service Mall, strengthened by Presidential Regulation (Perpres) No. 89 of 2021 concerning the Organization of the Public Service Mall. Currently, there are 29 Public Service Malls (PSMs) in Indonesia. In the MENPAN-RB regulation, the Public Service Mall, referred to as PSM, is defined as the venue for the implementation of activities related to the provision of public services for goods, services, and/or administrative services. It is an extension of integrated service functions, both at the central and regional levels, as well as services of State-Owned Enterprises/Regional Owned Enterprises/private entities in order to provide services that are fast, easy, affordable, safe, and comfortable (Article 1, paragraph 2 of Presidential Regulation No. 89 of 2021 concerning the Organization of the Public Service Mall).

The existence of the Public Service Mall (PSM) in the midst of Indonesian society is now referred to as a form of third-generation integrated public service. **The first generation** of integrated services in Indonesia was referred to as the One-Stop Integrated Service (PTSA), a service system designed to streamline and expedite administrative services, organized within a single building. This service facilitated the public in handling vehicle registration transfers, motor vehicle registration and identification, vehicle tax payments, and Mandatory Contributions to Traffic Accidents and Road Transportation. It includes the Regional Financial Agency, the Police, and PT Jasa Raharja. **The second generation** of integrated services used the term One-Stop Integrated Service (PTSP). The presence of PTSP has been beneficial as it shortens the licensing process. The procedure starts from submitting recommendations to the issuance of the permit, all organized in one place. Efforts to improve the quality of public services continue sustainably, including integrating and combining all types of services, ranging from Ministries, Agencies, Local Governments, State-Owned Enterprises/regional-owned enterprises to private entities, within one building.

The third generation of public services is now referred to as the Public Service Mall (PSM), initiated in 2017, where the function of integrated services is expanded through the PSM with the aim of providing convenience and ease in conducting business. Minister of Administrative and Bureaucratic Reform Regulation No. 23 of 2017, in conjunction with Presidential Regulation No. 89 of 2021, serves as a legal instrument expected to act as an umbrella for the PTSP function without extinguishing the existing services. The role of PTSP is actually expanded as the driving force behind the formation of PSM, even to strengthen the implementation of PSM.

3.2. Public Service Mall (PSM) in Semarang City

The establishment of the Public Service Mall (PSM) in Semarang City is based on Presidential Regulation No. 89 of 2021 concerning the Organization of the Public Service Mall, Minister of Administrative and Bureaucratic Reform Regulation No. 23/2017 concerning the Organization of the Public Service Mall, and the Mayor’s Regulation (Perwal) of Semarang City No. 40 of 2022 concerning the Organization of the Public Service Mall in Semarang City.

The formation of the PSM in Semarang City aims to enhance the quality of public services by integrating various services from both central and regional agencies, State-Owned Enterprises (BUMN), Regional-Owned Enterprises (BUMD), and other supporting service units in one location or building [Article 2 Paragraph (1) Mayor’s Regulation (Perwal) of Semarang City No. 40 of 2022]. The objectives set by this regulation are [Article 2 Paragraph (1) Mayor’s Regulation (Perwal) of Semarang City No. 40 of 2022]:

- a. to provide ease, speed, accessibility, security, and comfort to the public in obtaining services; and
- b. to enhance global competitiveness in facilitating business activities in Indonesia.

The service counters in the Public Service Mall (PSM) of Semarang City consist of 39 booths staffed by a total of 78 personnel. These booths comprise 15 internal agencies of the Regional Apparatus Organization (OPD) of Semarang City and 14 external agencies, offering a total of 165 types of licensing, administrative, and non-administrative services. The institutions affiliated with the PSM of Semarang City can be observed in the following table:



Table 1. Number of Service Counters in the Public Service Mall (PSM) of Semarang City

No	Semarang City Government Internal Service Counters	No	Semarang City Government External Service Counters
1	Department of Investment and One Stop Integrated Services (DPMPTSP)	1	DPMPTSP Central Java Province
2	Environmental Service (DLH)	2	Ministry of Agrarian Affairs and Spatial Planning / National Land Agency (ATR/BPN)
3	Communication and Information Service (Diskominfo)	3	Samsat Office
4	Spatial Planning Service (Distaru)	4	Immigration office
5	Department of Population and Civil Registration (Disdukcapil)	5	Semarang Pratama Tax Service Office
6	Department of Transportation (Dishub)	6	Semarang City Police Department
7	Health Department (Dinkes)	7	Ministry of Law and Human Rights Services Division
8	Public Works Department (DPU)	8	Semarang Labor Dispute Settlement Service Center (BP3TKI).
9	Regional Revenue Agency (Bapenda)	9	Central Java Bank
10	Regional Financial and Asset Management Agency (BPKAD)	10	Health Social Security Administering Agency (BPJS).
11	Trade Department	11	BPOM
12	Employment Service (Disnaker)	12	Customs
13	Department of Industry	13	PDAM
14	Archives & Library Service (Disarpus)	14	Employment Social Security Administering Agency (BPJS).
15	Department of Culture & Tourism (Disbudpar)		
Total Number of Internal & External Service Counters: 15 + 14 = 29			

Source: Semarang City Public Service Mall (PSM) - Semarang City Spatial Planning Service <https://halosemarang.id/pemkot-semarang-bangun-mal-pelayanan-publik>

The service counters of the internal agencies of the Regional Apparatus Organization (OPD) of the Semarang City Government, totaling 15 institutions, during the trial period, received the highest number of visits from the public, as presented in the following table.

Table 2. Service Counters of the Regional Apparatus Organization (OPD) of the Semarang City Government Most Visited - Trial Phase October-November 2022

No	Name of Service Counters	Number of Visitors (people)
1	City Health Department (DKK)	468
2	Department of Investment and One Stop Integrated Services (DPMPTSP)	130
3	Spatial Planning Service (Distaru)	63
4	Department of Population and Civil Registration (Disdukcapil)	56
5	Semarang City Regional General Hospital (RSUD).	43
6	Regional Revenue Agency (Bapenda)	30
Total Number of Visitors		790

Source: Semarang City Public Service Mall (PSM).



The overall number of visitors to the Semarang City Public Service Mall (PSM) at the time of the trial in 2022 is presented in the following table.

Table 3. Number of Visitors to Semarang City Public Service Mall
Trial Phase October – November 2022

No	Month	Number of Visitors (people)
1	October	559
2	November	1090
Total Number of Visitors		1649

Source: Semarang City Public Service Mall (PSM)

The Public Service Mall (PSM) of Semarang City was inaugurated by Vice President Ma’ruf Amin, simultaneously with 25 other PSMs across Indonesia, on December 5, 2022. Recognizing the crucial role of PSM in facilitating public services, the Vice President expressed the hope that the PSM targets would be established and achieved in all regencies and cities throughout Indonesia by 2024. All these efforts are undertaken to provide ease and acceleration in delivering public services to the community.

The implementation of PSM must align with the spirit of providing legal certainty in the relationship between the public and service providers in public services. In the current era of the Fourth Industrial Revolution, PSM must also be able to integrate services with technology for the acceleration, accuracy, and flexibility of services.

The commitment of the Semarang City government to establishing a one-stop integrated service is aimed at enabling the residents of Semarang to fully utilize the easily accessible location or access of PSM. After its inauguration on December 5, 2022, by the Vice President, the public’s enthusiasm in Semarang City for visiting the PSM at the internal service counters of the Regional Apparatus Organization (OPD) of the Semarang City Government in 2023 can be observed in the following table:

Table 4. Visitors to the Semarang City Government Internal Service Counters March 2023

No	Name of Service Counters	Number of Visitors (people)	Service Type
1	City Health Department (DKK)	2203	Health
2	Department of Investment and One Stop Integrated Services (DPMPTSP)	397	Licensing
3	Department of Population and Civil Registration (Disdukcapil)	264	Birth certificate, Family Card (KK), Resident Identity Card (KTP), and Transfer Letter
Total Number of Visitors		2864	

Source: Semarang City Public Service Mall (PSM), March 2023.

Furthermore, the enthusiasm of the people of Semarang City in 2023 in visiting the PSM at the Semarang City Government’s external platform can be seen in the following table:

Table 5. Visitors to the Semarang City Government External Service Counters March 2023

No	Name of Service Counters	Number of Visitors (people)
1	Health Social Security Administering Agency (BPJS).	161
2	Central Java Bank (Central Java)	79
3	Employment Social Security Administering Agency (BPJS).	49
4	Semarang Big City Resort Police (Polrestabes).	22
5	Pratama Semarang Tax Service Office (KPP).	15
6	Ministry of Agrarian Affairs and Spatial Planning / National Land Agency (ATR / BPN)	14
Total Number of Visitors		340

Source: Semarang City Public Service Mall (PSM)



The types of services utilized by the community include handling health insurance (BPJS Kesehatan), employment insurance (BPJS Ketenagakerjaan), and opening accounts at Bank Jateng. Other services that the community benefits from include the process of obtaining land certificates at the National Land Agency (ATR/BPN), and completing the Annual Tax Return (SPT) for taxpayers at the Tax Service Office. The Annual Tax Return is a document used by taxpayers to report all forms of tax calculations and payments, both for taxable and non-taxable objects. Additionally, the Annual Tax Return or SPT can be used to report assets and liabilities in accordance with tax regulations. The Annual Tax Return has two types: Personal Annual Tax Return and Corporate Annual Tax Return. Furthermore, the services provided by the Semarang City Police to the public at the PSM Mall in Semarang include issuing Police Record Certificates (SKCK) and extending Special SKCK for Semarang residents that have been issued for more than 1 year from the date of issuance.

4. CONCLUSION

Based on the above description, the main conclusions that can be drawn are as follows:

- a. The negative stigma associated with public services in Indonesia needs to be eliminated, and this can be achieved by innovatively improving the quality of public services through adaptive policies. The Indonesian government has gradually started to reorganize regional apparatuses to provide ease in public services because the enhancement of public service quality must be conducted continuously. One approach involves integrating and combining all types of services, ranging from ministries, institutions, local governments, and state-owned enterprises (BUMN/BUMD), to private entities.
- b. All services are obligated to provide service standards that are easily visible and accessible to the public, including being accessible to persons with disabilities by providing facilities such as hearing aids, designated parking, ramps, handrails, accessible toilets, waiting rooms, lactation rooms, and play areas for children.

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