

## Complaint Service Management at the Manado City Government Public Service Mall

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### Abstract

The Public Service Mall (MPP) is a strategic innovation in the provision of integrated public services to improve efficiency, certainty, and ease of access to services for the public. However, its implementation in Manado City still faces various challenges, particularly in complaint service management. This study aims to assess the effectiveness of complaint management in the Manado City MPP using a qualitative approach and ten complaint management indicators according to Tjiptono, namely commitment, visibility, accessibility, simplicity, speed, fairness, confidentiality, recording, resources, and remedies. Data were collected through interviews, observations, and documentation from leadership elements, service implementers, and service users. The results of the study indicate that although policies and complaint facilities are available, their implementation has not been optimal due to gaps between policies and practices, weak socialization, limited human resources, and an unintegrated reporting system. Therefore, it is necessary to strengthen operational commitment, develop digital systems, increase human resource capacity, and improve procedures and feedback mechanisms so that complaint management can become an effective evaluation tool in improving the quality of public services in the Manado City MPP.

**Keywords:** Management; Complaints Service; Public Service

### Introduction

Public services are a vital instrument in realizing good governance. The government continues to strive to improve the quality of public services through various innovations, one of which is the Public Service Mall (MPP). Several policies related to the establishment of Public Service Malls include Presidential Regulation of the Republic of Indonesia Number 89 of 2021, Regulation of the Minister of Administrative and Bureaucratic Reform (PermenPANRB) No. 23 of 2017, Law No. 25 of 2009, and Government Regulation No. 96 of 2012.

These policies serve as the foundation for the government's public service restructuring through the establishment of integrated institutions called Public Service Malls. These policies serve as strategic tools to improve service accessibility and efficiency, unify cross-agency services in a single physical and digital location, and enhance transparency, accountability, and public participation.

The Public Service Mall concept aims to integrate various services from central and regional

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government agencies, state-owned enterprises (BUMN), regional-owned enterprises (BUMD), and the private sector within a single building, thereby providing convenience, speed, and certainty to the public. The implementation of Public Service Malls is part of bureaucratic reforms that emphasize efficiency, effectiveness, and services oriented toward public satisfaction.

However, in practice, various challenges remain that can impact service quality, such as limited professional human resources, suboptimal use of technology, lack of coordination between agencies, and public complaints regarding waiting times and unclear procedures. While the existence of Public Service Malls has had a positive impact on access to public services, their implementation has not been fully optimized. Purwanto & Pramusinto (2019) stated that the success of Public Service Malls is largely determined by the commitment of regional leaders, the integration of information systems, and the capacity of service personnel.

Rahayu et al. (2024) revealed that factors such as clarity of service standards, the convenience of facilities, and speed of service remain key factors in public perceptions of Public Service Malls. Zulmasyhur (2024) noted that although Public Service Malls physically provide convenience for the public in accessing various services, they are not yet fully capable of addressing the challenges of public service delivery based on community needs and expectations. This shows that the existence of Public Service Malls needs to be studied more deeply, not only from an administrative perspective, but also from the perspective of service quality that is directly felt by users.

Public Service Malls are expected to provide convenience, time efficiency, and comfort in accessing services from various agencies, including central and regional governments, state-owned enterprises (BUMN), and the private sector. However, in practice, several studies have shown that the public still voices various complaints about services at Public Service Malls. Public complaints generally cover several key aspects, including long waiting times for services. A study by Seta (2024) found that despite the electronic queuing system, many service users complained about discrepancies between queue numbers and actual service times, resulting in inconvenience.

A study by Puspitarini (2021) found that many people experience confusion in understanding the procedures or documents required for each type of service. This is due to unclear service information, both verbally and in the form of information media, which is a major factor causing delays in the service administration process. Although Public Service Malls are designed to improve service quality, interaction between officers and the public remains a weak point. A study by Indriastiningsih et al. (2023) showed that most people feel that service officers are less responsive to complaints and questions, especially during peak hours.

In some cases, the public also complained about physical facilities such as parking areas, restrooms, waiting rooms, or accessibility for people with disabilities. A study by Aziz et al. (2021) highlighted that the comfort of service spaces significantly correlated with public satisfaction. Meanwhile, found that there was still overlapping procedures between agencies and the lack of a fully integrated data system, resulting in inefficient processes. Previous research has shown that although the Public Service Mall offers many conveniences, significant challenges remain in its implementation.

Public complaints serve as an important indicator for conducting periodic evaluations and improvements, including technical aspects of service, human resource quality, and other supporting systems. Therefore, continuous improvement and strengthening of service management are crucial in the operation of the Public Service Mall to optimally achieve its primary objectives. In an effort to achieve quality service and comply with regulations set by the central government, the Manado City Government has established a Public Service Mall located on Jalan Boulevard next to a shopping center.

The Manado City Government has also established regulations related to public services, such as Manado Mayor Regulation Number 6 of 2013 concerning the Implementation of Public Services within the Manado City Government. With the Public Service Mall, it is hoped that the people of Manado City can obtain faster, easier, and integrated services, in accordance with the principles of effective and efficient public services. As well as in the process of service improvement and control, the Manado City Government provides space for the public to complain if there are complaints during the service process provided.

Complaints about services can be made directly or through online service complaint media in relation to the service process at the Public Service Mall. The service complaint media provided are: Email: mpp.manadokota@gmail.com or ptsp.manadokota@gmail.com, Telephone: +62 431 8800539, Suggestion box, Facebook PTSPManado, WhatsApp. Based on online complaint data, 46 (forty-six) complaints were received regarding services provided by the Manado City Public Service Mall. These service complaints do not include those directly submitted by the public while at the Manado City Public Service Mall.

These complaints or service grievances included issues related to queue numbers and service times, unclear service information, both verbally and through media, unresponsive service personnel to complaints and questions, especially during peak hours, physical facilities such as parking areas, restrooms, waiting rooms, or accessibility for people with disabilities, and an incompletely integrated data system. To improve the form and behavior of services at the Manado City Public Service Mall, proper management of public complaint procedures is necessary.

This is crucial for improving services at the Manado City Public Service Mall and achieving faster, easier, and more integrated service, in accordance with the principles of effective and efficient public service. Based on the above background, it was found that public complaints continue to arise regarding services provided at the Manado City Public Service Mall. Public complaints about this service must be properly managed through a system to prevent recurrence. The complaint service provided is only the initial stage of the complaints process. The process and follow-up actions for public complaints are unclear.

## **Methods**

This study uses a qualitative method, namely a method that examines objects in natural conditions with the researcher as the key instrument, where data collection techniques are carried out triangulation, inductive, and oriented towards meaning (Sugiyono, 2020). The focus of the research is directed at complaint service management based on the concept of Tjiptono, which includes ten indicators: commitment, visibility, accessibility, simplicity, speed, fairness,

confidentiality, records, resources, and resolution (remedy). Data sources consist of primary data obtained through interviews and observations with leaders, complaint implementers, and the public who use the Public Service Mall, and secondary data collected from related documents or institutions. Data collection techniques include in-depth interviews with key informants, direct observation in the field, and documentation as a complement and comparison. Data analysis was carried out using techniques from Miles and Huberman in Sugiyono (2020), which include data reduction, data presentation, and drawing conclusions/verification interactively and continuously. The informants consisted of six people who were relevant to the research context, and were selected purposively until the data was deemed adequate.

## **Results and Discussion**

The Manado City Public Service Mall (MPP) was established based on Manado Mayoral Regulation Number 6 of 2013 and was inaugurated nationally by the Minister of Administrative and Bureaucratic Reform on December 5, 2022. Strategically located on Jalan Piere Tendean Boulevard, the MPP is designed to integrate public service centers with commercial centers. The Manado MPP occupies 15,972 m<sup>2</sup> and provides services from 19 agencies totaling 84 types of services, including the Investment and One-Stop Integrated Service Agency (PTSP), the District Attorney's Office, PT Garuda Indonesia and PT Bank SulutGo. Several channels are available for complaints, including email, telephone, social media, a suggestion box, and WhatsApp. The management staff consists of 64 people with diverse educational backgrounds and structural training. As of April 2025, 46 public complaints were recorded, which are a crucial part of service evaluation.

Previous research has shown that the MPP and digital innovations such as the OSS application do improve service access, but are not yet fully effective. A study by Hertati et al. (2024) found that the SSW application in Surabaya still faces technical challenges and system complexity. In Manado, Geta et al. (2023) highlighted obstacles such as a lack of public awareness and understanding of the OSS system, thus highlighting the importance of organizational commitment to improving officer responsiveness. In general, these studies emphasize that the success of integrated system-based public services depends not only on infrastructure but also on the quality of human resources, organizational values, and community participation.

Public complaints are a crucial element in the service system, serving as a form of social control and a tool for quality improvement (Yahui, 2012). Complaints must be managed with the principles of openness, speed, convenience, and confidentiality (Sudrajat & Mappaseling in BAPPENAS, 2010). Professional complaint management includes recording, investigation, follow-up, and reporting and should be directed towards increasing public satisfaction and systemic improvement. When managed properly, complaints become a strategic tool in strengthening accountability and building trust in public institutions (Yahui, 2012; Tjiptono, 2009).

## **Management Commitment in Managing Complaint Services at the Manado City MPP**

Management commitment is a crucial element in building an effective public complaints service system at the Manado City Public Service Mall (MPP). Interviews revealed that management has demonstrated formal commitment through the assignment of dedicated complaints staff, the use of online complaint data for evaluation, and the integration of complaint management into

the internal monitoring system. However, this commitment is not fully reflected in daily service practices. Many residents feel they receive no certainty or follow-up on their complaints and must actively inquire with staff, particularly regarding permits such as Building Permits (IMB), Building Permits (IUP), and healthcare practice permits.

This situation demonstrates a gap between formal commitment and implementation on the ground. The absence of a clear follow-up system makes management's commitment seem symbolic and insufficient to generate real change. This aligns with the concept of failed demand proposed, which refers to the need for repeated visits to inquire about the status of a request due to the system's failure to meet initial needs. This lack of information uncertainty not only reduces service efficiency but also negatively impacts public trust in the institution.

In ideal complaint service management, every complaint should be part of a continuous improvement cycle. Therefore, leadership is needed that demonstrates not only administrative commitment but also the ability to build a responsive and accountable organizational culture. The Manado City MPP needs to strengthen its responsiveness, increase follow-up initiatives from officers, and develop a proactive communication system so that the commitment to service is truly felt by the public and has a positive impact on improving the quality of public services.

#### **Visibility of Information (Visible) in Complaint Service Management at the Manado City MPP**

Visibility of information is a crucial aspect in building an effective and participatory complaint service system. At the Manado City Government's Public Service Mall (MPP), various complaint channels are available, both online and in person. Media such as banners, bulletin boards, information television, and social media have been used to communicate complaint procedures. However, interviews revealed that the delivery of this information is not yet optimal, particularly in the form of easily understood visual media. Several respondents expressed difficulty finding information that specifically explains complaint procedures and service requirements, such as Trade Business Permits (IUP) and Building Permits (IMB). The available information was deemed too general, and complaint channels were not always clearly visible in service areas.

This situation reflects the weakness of visual public communication, which plays a crucial role in public perceptions of service quality. In the SERVQUAL model developed by Parasuraman, Zeithaml, and Berry (1988), tangible dimensions such as physical appearance and visual information media significantly influence service quality. When information is invisible or difficult to access, the public tends to be reluctant to file complaints. Also emphasize that information transparency is a crucial part of a proactive public service strategy. Therefore, the lack of educational visual information and the lack of active outreach represent a serious gap in the MPP service communication strategy.

The issue of information visibility is also closely related to the principle of user-centered communication, namely the delivery of information that takes into account the literacy, habits, and needs of the community as service users. At the Manado City MPP, the majority of the public relies on direct information from officers due to the lack of structured, easily accessible information media. To address this, strategic steps are needed, such as redesigning visual media with an infographic approach, providing specific brochures for each service, placing QR codes for standard operating procedures (SOP) at each counter, and optimizing the role of information

officers. These efforts will strengthen the accessibility, accountability, and responsiveness of public services overall.

### **Accessibility in Complaints Service Management at the Manado City MPP**

Accessibility in complaint services refers to the extent to which the public can easily and conveniently submit their complaints through various communication channels provided by public institutions. At the Manado City Public Service Mall (MPP), several complaint channels are available, both online such as WhatsApp, email, Facebook, and telephone, as well as direct channels such as suggestion boxes and front desk staff. These facilities structurally reflect a commitment to providing broad access to public participation in submitting complaints.

However, field findings indicate that this accessibility is not evenly distributed across all community groups. Some residents, especially those unfamiliar with digital technology, prefer to submit complaints in person because they perceive it as easier and more practical. This indicates a functional barrier, where access structures are in place but not matched by the public's ability to use them effectively. In the context of good governance, equal and inclusive access is crucial to ensuring the involvement of all groups. Limited information regarding digital channels such as email or WhatsApp numbers also weakens the effectiveness of participatory complaint management.

Therefore, an inclusive service design approach is needed that considers the needs of vulnerable groups and the community's digital literacy level. The OECD (2017) recommends the use of a multi-channel service strategy accompanied by education and mentoring, so that all levels of society can access and utilize available channels. In the Manado MPP, although services are provided without fees and complicated administrative requirements, their utilization is not optimal. Strengthening public communication strategies, improving digital literacy, and providing direct mentoring are needed to ensure equitable access to complaints.

### **Simplicity in Complaint Service Management at the Manado City MPP**

Indicators of simplicity in public services emphasize the importance of procedures that are easy to understand, straightforward, and accessible to all levels of society without requiring complex expertise or information (Osborne et al., 2013). At the Manado City Public Service Mall (MPP), interviews revealed that the complaint submission procedure was designed to be simple, both verbally and in writing, and supported by direct explanations from officers using conversational language. By design, this system demonstrates an effort to reach all service users. However, in practice, this simplicity has not been fully perceived as convenient by the public. The lack of educational media such as infographics, brochures, or take-home checklists has led to confusion, especially when service conditions are busy or when officer explanations are incomplete. Alford & Head (2017) emphasize that what is perceived as simple from the service provider's perspective may not be perceived as such by users if it is not accompanied by clear and transparent communication.

Some residents have even had to return to the MPP because the information provided was incomplete from the start. This situation reflects the gap between procedural design and its implementation in the field, as Lanin & Hermanto (2019), noted that the effectiveness of public



services is greatly influenced by direct interaction between officers and the public. The concept of user-centered service design is highly relevant, an approach that considers the needs and limitations of users, including their level of administrative and digital literacy. Without visual aids, self-guides, or service flow maps, procedural simplicity becomes ineffective. Therefore, strengthening educational media, clearer public documentation, and communication training for officers are needed to ensure that the principle of simplicity is truly reflected in the public's experience when accessing services.

### **Speed in Complaints Service Management at the Manado City MPP**

Service speed is an important indicator in assessing the quality of public services, particularly in the management of public complaints. At the Manado City Public Service Mall (MPP), a maximum handling time of three working days has been set. Simple complaints, such as queues or service information issues, can be resolved quickly, even on the same day. However, technical complaints involving multiple agencies often require longer follow-up, in line with the findings of Walker et al. (2011) regarding the complexity of cross-bureaucratic coordination that impacts resolution times. Other obstacles hampering speed are workloads during peak hours and a suboptimal information support system. Many residents complain about a lack of notifications or updates regarding their complaints, requiring them to visit in person to monitor progress. This adds time and costs, and indicates a weak internal monitoring system and inefficient communication channels.

The lack of an automated system such as SMS, email, or an app to provide complaint status information exacerbates the gap in service speed. To address these issues, the Manado City MPP needs to develop a digital complaint tracking system so that the public can monitor progress without having to visit the location. This step aligns with the principles of smart governance, which prioritize efficiency and transparency in services (Nam & Pardo, 2011). Although standard timeframes have been established, accelerating complaint handling requires comprehensive improvements, including technology, human resources, and inter-unit coordination, to ensure fast, responsive, and reliable public services.

### **Fairness in Complaints Service Management at the Manado City MPP**

The principle of justice is a crucial foundation for legitimate and accountable public services, where all citizens must have equal access to submit complaints and receive responses without discrimination. Based on interviews, the Manado City Public Service Center (MPP) has generally attempted to handle public complaints fairly, regardless of the complainant's background. Complaints are processed according to their urgency, and internal monitoring is conducted routinely to ensure the principle of justice is upheld. However, several informants reported perceptions of inequality in the speed of handling, particularly if the complainant has a personal relationship with an officer. Although there is no official preferential treatment, the public perceives informal favoritism, creating a sense of injustice.

According to procedural and distributive justice theories (Cropanzano & Molina, 2015), justice also concerns the public's perception of the treatment received. When personal connections are perceived as influencing service delivery, public trust in the integrity of public services can be undermined. To strengthen fairness in complaint management, the MPP needs to increase

procedural transparency, ensure open service standards, and strengthen service ethics training for officers. Monitoring and whistleblowing mechanisms must also be strengthened to prevent practices that undermine integrity. With these steps, the Manado City MPP can build a service system that is not only administratively fair but also perceived as fair by the entire community.

### **Confidentiality in Complaints Service Management at the Manado City MPP**

Information confidentiality is a crucial element in building public trust in the complaint handling system. Based on interviews, the Manado City Public Service Mall (MPP) has demonstrated an awareness of the importance of safeguarding the identity of complainants, especially for sensitive complaints. Identities are only accessible to authorized officers, and some employees have received guidance on ethical information confidentiality, although not all have received comprehensive formal training. However, weaknesses remain in the data protection system, particularly on the digital side. Adequate data security infrastructure is lacking, and officers lack clear explanations to the public about how their data is protected.

This reflects a conventional data protection mechanism with minimal transparency. In modern public services, personal data protection is a strategic aspect that requires information security systems such as encryption, restricted access, and regular digital audits. To increase public trust and strengthen the principle of accountability, the Manado City MPP needs to develop a secure and transparent digital data management system. This can be achieved through the development of data protection standard operating procedures (SOPs), regular training for officers, and public awareness of their right to information privacy. In this way, the complaint handling system will not only serve as a channel for participation but also uphold the protection of individual rights in accordance with the principles of good governance.

### **Records in Complaints Service Management at the Manado City MPP**

Recording is a key element in managing professional, transparent, and accountable complaint services. At the Manado City Public Service Mall (MPP), complaint recording is conducted using two methods: manual and online. However, findings indicate a lack of systematic integration between the two. The lack of an integrated recording system hinders documentation consistency and complicates the monitoring and evaluation of service performance. As noted by Bovens (2007), neat and comprehensive recording plays a crucial role in tracking administrative decisions and ensuring public accountability. Although online complaint data is regularly summarized, complaints submitted in person are often not formally recorded. As a result, the public often has to repeat explanations to different officers, demonstrating weak documentation in face-to-face interactions.

This emphasizes the need for an integrated complaint database system capable of recording all types of complaints in real time. According to Zhang & Chen (2021), digitizing complaint recording not only improves efficiency and speed of handling but also prevents the loss of critical information that could impact service quality. An ideal complaint management system should enable automatic notifications, progress tracking, and a record of interactions between users and officers. These features support the implementation of citizen-centric public services. Without a robust system, it will be difficult to ensure that all complaints are processed fairly and sustainably. Therefore, the Manado City MPP needs to immediately strengthen its integrated digital recording



system and provide officers with relevant training, including on recording and documenting verbal complaints, to ensure that no complaints are overlooked.

### **Resources in Complaint Service Management at the Manado City MPP**

The availability and capacity of resources are key factors in the effectiveness of complaint management in the public sector. At the Manado City Public Service Mall (MPP), supporting facilities such as computers, internet access, and digital communication channels are available. However, several challenges remain, primarily related to limited physical facilities and staff numbers. The waiting room is considered adequate, but during peak hours, long queues occur due to limited staff. Furthermore, public facilities such as restrooms and parking areas are considered suboptimal, which also impacts public comfort in accessing services. The most prominent obstacle lies in human resources. Not all staff have specific training to handle complaints, especially complex ones or those involving multiple service units. This results in slow responses and frequent reassignment of complaints to other units.

Lack of technical expertise, such as in certain licensing procedures, also slows down the service process. Furthermore, the suboptimal integration of data systems between agencies also hinders the prompt and efficient resolution of complaints, even though a connected system between units is crucial for addressing cross-sector service issues. Efforts to improve human resource capacity through training need to be carried out continuously, particularly in communication skills, mediation, and technical understanding of regulations. The success of complaint management is determined not only by the number of officers, but also by their competence in responding and resolving issues professionally. Therefore, strengthening resources at the Manado City MPP must be carried out comprehensively, encompassing increasing the number and quality of human resources, improving physical facilities, and developing digital systems and cross-agency integration to create a fast, responsive, and customer-focused complaint service.

### **Remedy (Solution and Follow-up) in Complaint Service Management at the Manado City MPP**

The remedy or follow-up aspect is a crucial element in the success of a public complaints service system because it reflects the agency's commitment to resolving public issues. At the Manado City Government Public Service Mall (MPP), interviews revealed that small-scale complaints, such as data errors or document errors, are generally followed up quickly and directly by officers. This rapid response is achieved through coordination between technical units within the MPP. However, complex complaints, such as those regarding accessibility for people with disabilities, physical facilities, or queuing systems, require longer resolution times because they require technical planning and collaboration across units or even agencies. Despite these efforts, weaknesses remain evident in documentation and follow-up communication. Several informants reported not always receiving official clarification regarding the status of their complaints, leading to uncertainty and frustration, especially for residents waiting for long periods of time for permit processing.

This indicates a gap in the feedback system, even though transparency regarding the resolution process is crucial for maintaining public trust. Without adequate information, complainants feel ignored even though their complaints are being processed. As Van & Bouckaert (2003) noted, the success of public services depends heavily on the clarity of the monitoring and feedback

process for the public. Ideally, the remedy should not only resolve the issue but also actively provide clarification of the process, obstacles, and outcomes to the complainant. Although efforts have been made at the Manado City MPP to contact the public to check their satisfaction, this mechanism is not yet consistent and is not yet digitally based. To strengthen the remedy, a systematic documentation system, more effective inter-agency coordination, and the implementation of information technology, such as status tracking applications or digital notifications, are needed. This way, the Manado City MPP will not only be able to resolve technical complaints but also build a transparent, responsive, and community-oriented service experience.

## Conclusion

Based on the research and discussion, it can be concluded that the complaint management service at the Manado City Public Service Mall (MPP) has demonstrated formal commitment through the provision of complaint channels and staff, information media, and procedural standards that support the principles of fairness and confidentiality. However, implementation of this policy has not been optimal at the operational level, characterized by weak follow-up, limited public access and digital literacy, and a lack of educational and outreach media. Furthermore, although manual and online recording channels are available, the lack of system integration and low human resource capacity and digital infrastructure have led to inconsistencies in documentation, delays in handling, and irregular follow-up (remedy) mechanisms. Public perceptions of service inequities, limited data protection, and a lack of feedback communication have also reduced the effectiveness and public trust in the complaint service provided by the Manado City MPP. To improve complaint management at the Manado City Public Service Mall (MPP), it is recommended that comprehensive strengthening be carried out through increased implementation commitment through responsive service training, the implementation of a digital notification system, and indicator-based performance monitoring.

Visual communication strategies need to be strengthened with a user-centered approach through infographics, leaflets, QR codes, and the active involvement of information officers. Service accessibility must be improved through direct outreach, training on digital channels, and mentoring for low-literacy communities, in line with the principles of inclusive service design. Simplified procedures should be supported by visual aids and officer communication training to make them easier for the public to understand. The MPP is also advised to develop a digital complaint tracking system, increase transparency in service times, and strengthen officer accountability through ethics training and reporting mechanisms. Digital data protection must be guaranteed through standard operating procedures (SOPs), training, and transparent information management. The complaint recording system needs to be digitized and integrated to be more professional and consistent, along with strengthening human resources and infrastructure. Finally, a follow-up (remedy) system must be implemented systematically with real-time tracking and automatic notifications to increase transparency, certainty, and public participation in the service process.

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