The Application of Open Government in Improving Public Services in Public Service Malls in Indonesia

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Abstract

This study aims to analyse the implementation of Open Government through Open Assets, Open Engagement, Open Services at the Public Service Mall in Barru Regency. Qualitative research methods were used in the research conducted in Barru Regency. Data was obtained from observations, interviews with various informants and collecting documents for writing needs. After that, the data was analysed independently by the researcher to provide interesting research results and conclusions. This research also used Nvivo 12 Pro software to analyse the research results. The results of this study show that the implementation of Open Government in the Barru Regency Public Service Mall is still 'quite low', as seen from the non-optimal implementation of the Open Government framework values. Openness of information, data, transparency of decision-making, and multi-stakeholder cooperation have not been consistently implemented. Every problem is solved at the level of each agency without any partnership or deliberation space. Community involvement in Open Engagement is also minimal, with a lack of participation in providing opinions or formulating solutions together. Employee capacity building is still limited and conducted separately by local government and the private sector. The Open Services aspect is also less than optimal, as mechanisms for accessing public information and data, including service procedures, have not been well socialised. In addition, information related to policies and service fees is still limited, so MPP Digital innovation and service integration are needed to improve transparency and accessibility.

Keywords: *Public Service, Open Government, Public Service Mall.*

Introduction

Public service is one of the sectors that plays an important role in the organisation of the state (Rosenbloom et al., 2022). As a basic function of government, public services are directly related to the needs and rights of the community in obtaining quality services (Mansoor, 2021). Therefore, public services must be continuously improved in order to provide maximum benefits to the community (Malodia et al., 2021). In an effort to improve service quality, various reforms have been carried out, one of which is the application of open government principles in public institutions, including the Public Service Mall (*Mal Pelayanan Publik*, MPP).

Public services can be defined as all forms of activities carried out by the government in order to fulfil the basic needs of society, both in the form of administrative, social, health, education and infrastructure services (Giest & Samuels, 2023; Rijal, 2023). According to Law No. 25/2009 on Public Services, public service is any activity organised by public service providers to fulfil service needs in accordance with applicable laws and regulations. In this context, MPP is a place that integrates various types of public services in one location to facilitate access for the community.

In public administration studies, public services are a central point that reflects government performance (Rosenbloom et al., 2022). The effectiveness of public services is a measure of how well the government can carry out the administrative functions mandated by the constitution and laws (Mamokhere et al., 2022).

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Therefore, it is important for the government to continue to innovate in improving the quality of services, in order to meet the increasingly high expectations of the public.

The concept of open government stems from the idea of realising a government that is more transparent, accountable and responsive to the needs of society (Matheus et al., 2021; Repette et al., 2021). The main principles in open government are information disclosure, public participation, and collaboration between parties in governance (Repette et al., 2021; Ruvalcaba-Gomez et al., 2023). Information disclosure promoted by open government allows the public to access information related to government policies, budgets, and activities easily and openly (Liambomba, 2023). Meanwhile, public participation encourages people to be actively involved in decision-making related to common interests (Martin et al., 2023).

The implementation of open government at MPPs in Indonesia is part of an effort to improve transparency and efficiency in public service delivery (Jannah & Khotimah, 2024; Martin et al., 2023). As an integrated service centre, MPP is a strategic channel to implement open government principles (Mahmud, 2024), because the public can easily access various services as well as obtain the necessary information regarding service processes and procedures. The implementation of open government principles in MPP is inseparable from the existing legal basis in Indonesia. One of the important regulations underlying this is Law No. 25/2009 on Public Services, which mandates the provision of quality, fast, timely and transparent public services. Article 4 of this law emphasises the importance of public participation in the service process, which is in line with the principles of open government.

In addition, Law No. 14/2008 on Public Information Disclosure is also the legal basis in ensuring that information related to government policies and activities can be accessed by the public openly. This is a concrete step towards realising a clean, transparent and accountable government, which is one of the goals of implementing open government. In addition to these two laws, there are also regulations that support the development and utilisation of information technology in government, such as Presidential Regulation No. 95/2018 on Electronic-Based Government Systems (SPBE). This regulation encourages the government to use digital technology to improve the effectiveness of public services, as well as facilitate public access to information and public services.

The implementation of open government at MPP has a very close relevance to the study of public administration, especially in terms of transparency, accountability, and public participation (Wahyuni, 2024). In public administration, the concept of good governance is fundamental (Rosenbloom et al., 2022). Open government is one of the main elements of good governance (Carroll et al., 2023). The principles of openness and participation can create a government that is more responsive to the needs of the community.

Effective public administration not only relies on an efficient bureaucracy, but also ensures that the services provided are inclusive and accessible to all levels of society (Cepiku & Mastrodascio, 2021; Eriksson, 2022; Rivera & Knox, 2023). By implementing open government in MPP, it is expected that public services will become more accessible, information related to services will become more transparent, and the public can be more active in providing input and constructive criticism.

Although the implementation of open government in MPP has many positive potentials, it cannot be denied that there are still various challenges that must be faced. One of the biggest challenges is the uneven digital infrastructure throughout Indonesia. Although many big cities already have MPPs with fairly good digital systems, in some areas there are still obstacles in terms of internet accessibility and digital devices. In addition, the human resource factor is also a challenge. The government needs to ensure that employees working at MPP have adequate competence in managing public information systems, and can provide friendly and professional services to the public. Efficient and secure data management is also important in implementing open government, because information disclosure must be balanced with personal data protection and cybersecurity.

The implementation of open government in MPPs is not new at the global level. Some countries, such as Estonia and Singapore, have successfully implemented the principles of open government well, and these countries have even developed digital technology-based government systems that make it easier for people

to access public services (Kassen, 2019; Lourenço, 2015). In this context, this study aims to analyse the extent to which the implementation of open government in MPP Indonesia can have a positive impact in improving the quality of public services.

Many previous studies have reviewed the implementation of open government in developed countries, but the application of this principle in developing countries, such as Indonesia, is still limited. The innovation presented in this study is a comprehensive approach that not only looks at technology and infrastructure, but also considers social and cultural aspects in society that can affect the success of open government implementation.

The uniqueness of this research lies in the location of the research conducted in one of the districts in Indonesia, namely Barru Regency. This research also proposes a model for implementing open government that is more adaptive to the conditions of Indonesia, given the social, cultural and infrastructure contexts that are different from developed countries. In this era, it is still not actually based on having to open the web, there should be an application in the form of a Digital Public Service Mall display in which there are many integrated online service accesses. But for the Open Government policy, its implementation should collect data and inform, but currently the data is not a public service, it is still data processed in SKPD such as population data, licensing and non-licensing, and Lakip report data in each incorporated Regional Government agency. In fact, public information disclosure, if the needs of the community are not just that, more to consultation and complaints, there are also complaints Lapor.go,id owned by Kemenpan that should be socialised.

The purpose of this study is to analyse the implementation of open government at MPPs in Indonesia, evaluate its impact on the quality of public services, and provide recommendations to improve the effectiveness of its implementation. This journal consists of several sections that discuss in depth various aspects related to the implementation of open government in MPP, ranging from literature review, methodology, to analysis and recommendations.

Method

This research was conducted in Barru Regency, especially at the Public Service Mall Institution. The reason for choosing this location is that the Public Service Mall is considered to be more progressive in combining services from the central, regional and private governments in one building. The previous transformation of integrated services in Indonesia was the One-Stop Integrated Service (PTSA). Then it evolved into One Stop Integrated Services (PTSP), and currently the Public Service Mall is very suitable to be used as a research focus in seeing the Implementation of Open Government Public Services in Barru Regency. This Public Service Mall has started operating to carry out its functions in 2020.

This research is qualitative research (Creswell, 2016), which is intended to analyse and explain systematically the facts about the implementation of Open Government public services at the Barru Regency Public Service MallIn looking at the application of Open Government, of course, researchers use concepts Millard (2017) There are 3 indicators of the Framework for Open Government that must be applied, namely Open Assets, Open Engagement, and Open Services, by applying the Framework, of course, researchers want to know the application of these three indicators in the Public Service Mall, especially since it is known that the Public Service Mall still uses standard operating procedures (SOPs) of each OPD / SKPD incorporated in the Public Service Mall.

Data was obtained using data collection methods based on observation, interviews and document studies (Maulida, 2020). The observations were made by means of researchers directly visiting the Public Service Mall in Barru Regency. To see the condition of the services provided by each regional apparatus organisation to the community. Then at the interview stage, researchers conducted interviews with the Population and Civil Registry Office of Barru Regency, the Social Service Office, the Investment and One-Stop Integrated Service Office of Barru Regency, the Internal Organiser of Public Services at the Public Service Mall Office and the Service User Community.

The data analysis stage was conducted by combining findings from observations, interviews, and documentation (Sarosa, 2021), to provide a comprehensive picture of the implementation of open government in the Public Service Mall (MPP). Qualitative data obtained from interviews and observations were analysed using thematic analysis techniques, where researchers identified patterns, themes, and key issues relating to the principles of information disclosure, public participation, and transparency. Meanwhile, documentation data was used to support the findings and provide objective evidence related to existing policies and procedures. Once the data was collected, the researcher triangulated it to ensure the validity and consistency of the findings, before concluding on the impact of open government implementation on the quality of public services at MPP. Conclusions were drawn based on in-depth analyses of the relationship between policies, practices in the field, and perceptions of the public and employees, to provide relevant recommendations for improving public services. Furthermore, the researcher also analysed the data using Nvivo 12 Pro (Woolf & Silver, 2017), with the Project Map feature to learn about the benefits of transparency and collaboration (See Figure 1).

Results and Discussion

Public Service Administration through the Implementation of Open Government in Public Service Malls

MPP (Public Service Mall) Barru Regency is a place where activities or activities of public service delivery activities for goods, services and / or administrative services take place. MPP is an expansion of the function of regional integrated services and services of State-Owned Enterprises / Regionally Owned Enterprises / Private Sector in order to provide services that are fast, easy, affordable, safe, and comfortable. MPP integrates a public service system where services are linked to each other in one particular location or building combined with other services and economic activities.

The implementation of Public Services at MPP was initiated in early 2019 and inaugurated on 20 February 2020 by the Minister of Administrative Reform and Bureaucratic Reform (Mr. Cahyo Kumolo) to coincide with the 60th Anniversary of Barru Regency. The stages in the implementation of MPP can be seen in table 1.

Table 1. Stages of MPP Establishment

No.	Chronology	Time
1.	Local Government Initiative	January 2019
2.	Coordination of the Minister of Administrative Reform and Bureaucratic Reform	18 February 2019
3.	KEMENPAN-RB Presentation, MOU between KEMENPAN-RB and Barru Regency Government, Determination of Barru Regency as MPP Development target 2020	18 February 2019
4.	Identification of OPDs / State-Owned / Private Agencies	March - May 2019
5.	Socialisation to Agencies that will join	12 Juny 2019
6.	Drafting of MOU and PKS	17 Juny 2019
7.	Preparation of Team Decree and Perbup MPP	20 – 23 Juny 2019
8.	Design room layouts and divisions	04 July 2019
9.	Finalisation of MOU and PKS	17 October 2019
10.	MOU and PKS Signing	20 October 2019
11.	Front Office Selection	02 November - 30 December 2019
12.	Service Excelence Front Office	02 November - 30 December 2019
13.	MPP Launching Preparation	January 2020

14.	Grand Launching MPP	20 February 2020

Source: Barru Regency DPMPTSP Documents, 2024.

MPP Barru Regency is organised by the Regional Apparatus Organisation that carries out Tasks and functions in the field of capital investment and one-stop integrated services. The scope of the Public Service Mall includes all licensing and non-licensing services under the authority of the Central and Regional Governments as well as services of State-Owned Enterprises / Regional-Owned Enterprises / Private Enterprises. The joining of services organised by Ministries/Institutions/other local governments, State-Owned Enterprises/Region-Owned Enterprises/Private Enterprises is based on an agreement outlined in a memorandum of understanding.

In describing Public Services in the field of administration at the Public Service Mall in the application of Open Government, it will be examined from the Open Government Framework indicators which include Open Assets, Open Engagement, and Open Services. These three frameworks play an important role in the implementation of Open Government.

Open Assets in Open Government Implementation

The Open Assets framework in public administration services emphasises on increasing the accessibility of data and information (Millard, 2017). Open assests encourage collaboration between government, communities and the private sector (Millard, 2018). Thus, the implementation of administrative services in the Public Service Mall has reached the standards of Information Disclosure Level, Data and Information Quality, Service Response Time, Public Satisfaction Level, Number of Electronic Transactions, Transparency of Decision Making, Multistakeholder Cooperation, and Joint Solution Development. For this reason, if the Open Assets framework is really consistently applied in public services, it will certainly be able to bring transparency and collaborative open government.

The transparency and collaborative benefits presented by open government in the aspect of Open Assets can be seen in Figure 1.
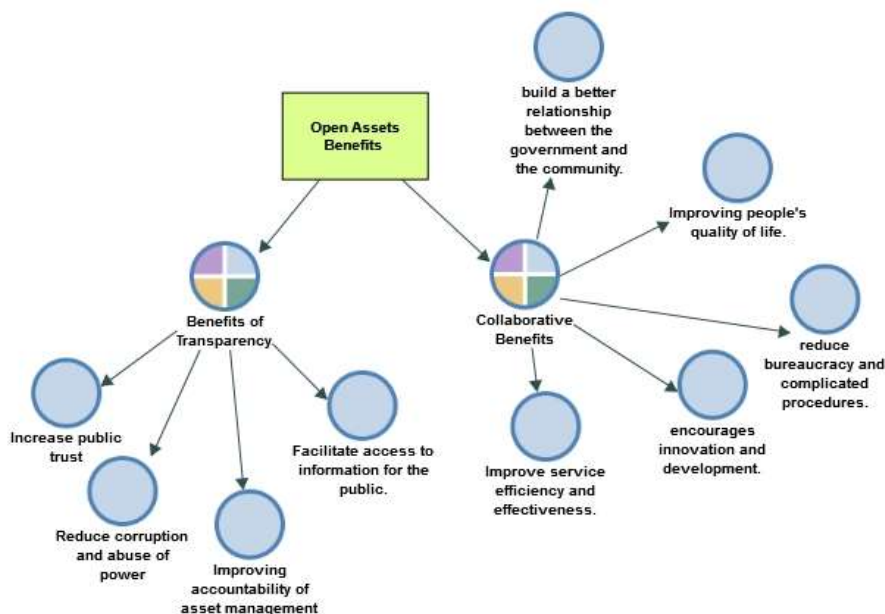

Figure 1. Benefits of Open Assets

Source: Processed by researchers from Nvivo 12 Pro, 2025.

The implementation of Open Government through the Open Assets framework in public service administration is very relevant to Law No. 14/2008 on Public Information Disclosure, which covers several important aspects related to Information Disclosure (e.g. information that can be opened such as statistical data, reports, data that cannot be opened such as state secrets, privacy). The level of information disclosure in administrative services refers to the extent to which information about administrative services can be accessed and shared by the public. Regarding data and information, all agencies, both government and non-government, each have their own website / social media, and the district website is for one data for all Barru Regency Government agencies. The following information was obtained by the author regarding the website/medos of each agency in the Public Service Mall, you can see it in Figure 2.

Figure 2. Agencies and Websites in the Barru Regency Public Service Mall.

Source: processed by the researcher from FO information at the Barru District Public Service Mall, 2025.

Figure 2 above describes several OPDs, BUMDs, BUMNs and Ministries incorporated in the Barru Regency Public Service Mall that provide administrative services with public information disclosure through their respective websites / social media. Some agencies have a level of information disclosure, where the information is not available to the public (Closed), information is only available to certain circles (limited), information is available, but with certain restrictions and conditions (Partially Open), information is freely available and can be accessed by anyone (Fully Open).

Open Engagement in Open Government Implementation

Open Engagement or open interaction / relationship of one's involvement openly both in terms of communication providing information, commitment in the organisation, two-way relationship or called vertical or horizontal relationships carried out by stakeholders in the government environment. In this open engagement must involve capacity, involve motivation, involve freedom, focus on strategic involvement. In open engagement, aspects of transparency and participation play an important role in public services. It is this aspect of participation that gives rise to stakeholder involvement in achieving goals within the organisation.

The availability of public participation mechanisms (complaints, suggestions and discussions) is a system that allows the public to actively participate in decision-making and oversight of government. With the development of technology today, means of complaint can also use contact numbers or social media accounts belonging to public service provider agencies which are considered easier to reach by the public. However, the means of complaints as mentioned, do not seem to be able to function optimally.

People often submit complaints or complaints about public service delivery not in the facilities provided. So that these complaints are not known by the relevant agencies and do not get resolved. This could be due to a lack of public information on the means of complaints at public service agencies, or the means of complaints have not been announced by public service organising agencies. Whereas it is mandatory for public service providers to announce the means of complaints provided. This is a joint note, for the parties who play a role in organising public services to be able to utilise the available complaints facilities and maintain the facilities and complaints facilities so that they can continue to be used.

The application of technology is so supportive of community involvement. It's just that in this Public Service Mall, Digital MPP has not been implemented, making it difficult for public involvement in understanding information on service procedures, the complaints process, and discussion forums that can involve public presence both in decision making and in the process of overseeing the public service process in this Public Service Mall.

Digitalisation in public services is not only beneficial for the public, but also for internal public service providers. Digitalisation can save up to 50 per cent of service time and 50 per cent of the budget spent in the future, as well as 60 per cent efficiency in work. In this MPP, the application of technology has not yet supported community involvement, so it is categorised as still not being applied optimally.

The administrative service system developed by the Barru Regency Public Service Mall based on IT / Digital is still being discussed. Computerisation of Public Service Mall administration based on technology that has been online in all sections. This computerisation is expected to provide convenience in providing information to the public about the administration of services ranging from registration to the MPP payment system has been done with an online system. Minimun Service Standards (SPM), Standard Operating Procedures (SOP), are service standards in providing services to the community / customers. With these standards, each OPD, BUMN, Ministry in the Public Service Mall can provide quality services, and in accordance with the expectations and needs of the community in order to improve public services.

The availability of sufficient and adequate facilities and infrastructure is a very important supporting factor in improving public services through the implementation of Open Government in the Barru Regency Public Service Mall. The existing facilities and infrastructure are as follows: (a) public service space, (b) supporting space, and (c) other facilities.

This is in line with research from Hakim (2021) who said that facilities and infrastructure play a crucial role in improving public services. Because both are the main factors in supporting the effectiveness and efficiency of service delivery to the community. Facilities, such as office buildings, information technology devices, and other supporting tools, function as instruments that enable public services to run better. Meanwhile, infrastructure, which includes transport networks, communication systems, and other basic infrastructure, plays a role in ensuring service accessibility for all levels of society. Without adequate facilities and infrastructure, the government will face obstacles in providing fast, transparent, and quality services, which in turn can reduce public trust in public institutions (Mavalankar et al., 2005).

Open Service in Open Government Implementation

Open Services in the implementation of open government refers to efforts to increase transparency and accessibility of public information to the public (Lathrop & Ruma, 2010). This is done by providing clear, accessible and responsive communication channels to citizens' needs, both through digital and face-to-face platforms (Roseth et al., 2021). With open services, the government not only ensures that information about government policies, budgets, or programmes can be accessed easily, but also provides opportunities for the public to be actively involved in decision-making and oversight processes. It aims to create a government that is more accountable, responsive, and closer to the people (Tai, 2021).

In implementing Open Government in Barru Regency, when viewed in the Open Services framework, the principle of Participation is sufficient. This can be seen from the lack of understanding of the public in the disclosure of information and data in the Public Service Mall. Matheus et al., (2021) She argued that public understanding of information disclosure is very important to create a transparent and accountable government. So there are still more people who ask from person to person to obtain information on file requirements, and service procedures. For the principle of collaboration in the open services framework, it is still not optimally implemented, only limited to service integration between Disdukcapil and data services at the centre, between DPMPTSP and Disdukcapil, and Bapenda with a payment system that is still quite integrated with existing banking. So it is concluded that the application of open government in the Public Service Mall is still not optimal.

Then the Open Services aspect is running less well where the mechanism for the public to access public information and government data. Especially in services at the Public Service Mall has not been widely socialised. This was conveyed by Fischer & Schott, (2022) that socialisation in public services is very important to ensure that the public understands their rights and obligations and how to access the various services available. Such as if there is a link or web agency that can be accessed or viewed regarding service procedures and requirements. Likewise, the availability of information to be published to the public is still limited, especially for rules/policies, and service fees that are not yet transparent, so the public needs to be given innovation in the Digital MPP in the future. So service integration to all other services can be applied.

It refers to the provision of public services that are open, transparent, and accessible to the public. This framework in the implementation of Open Government emphasises the role of web 2.0 technology in increasing participation and collaboration between government and society. Open services are the main aspect in improving the quality of public services, the services provided can respond to the needs of the community, and the services are integrated with other systems.

Customised services in open government mean that public services can be customised to meet people's specific needs. Of course, the service must be flexible and can be adjusted to the needs of the community. This was also conveyed by Challoumis & Eriotis (2024) that flexibility in public services is essential so that services can be adapted to the diverse and evolving needs of the community. Likewise with community involvement, the community is involved in the service development process (Anthony Jr, 2024). As well as in the use of technology, technology is used to increase efficiency and customisation (Aheleroff et al., 2021). Finally, the needs orientation of the service focuses on the needs of the community, and the evaluation and monitoring of the service is evaluated and monitored to ensure quality.

In the Public Service Mall, there are already several agencies that have integrated with other service systems. This is very much needed in public services, so that services can be felt more easily by the community because of clear and adequate integration. So that for this aspect it is categorised as services that have been integrated with other systems. However, the integration of services with other systems must still be a concern to continue to be developed. The implementation of Open Service in public services has shown various positive impacts in improving the efficiency, accessibility, and transparency of government. Case studies in several countries and regions show that digitisation of public services, such as e-government and online services, can cut bureaucratic red tape, reduce public waiting time, and increase service user satisfaction. For example, in the civil registration system, the implementation of digital-based services allows people to process civil registration documents without having to come directly to government offices, thereby increasing the convenience and effectiveness of services. In addition, openness in the delivery of public services also encourages increased public trust in the government due to a more transparent mechanism in the decision-making process and service provision.

Based on the results obtained, the Open Service concept makes a major contribution to public service reform. By utilising information technology, the government can create services that are more inclusive and responsive to the needs of the community. However, in its implementation, there are several challenges that must be overcome, such as the digital divide that still occurs in various regions, resistance from government officials in adapting to new systems, and data security issues that are a major concern in technology-based services. Therefore, a comprehensive strategy is needed to ensure the sustainability and effectiveness of Open Service implementation, including increasing people's digital literacy, strengthening technological infrastructure, and policies that support transparency and personal data protection. If these challenges can be overcome, Open Service will further strengthen the quality of public services and realise a more open, accountable, and people-oriented government.

Conclusion

The implementation of Open Government Public Services in the Barru Regency Public Service Mall, in general, is still 'quite low'. This can be seen from the application of the three values of the Open Government framework, which is not yet optimal: Implementation of Open Government through Open

Assets, has not been implemented consistently as seen from the Openness of information services and data services, Response Time, Transparency of Decision Making, Multistakeholder Cooperation, Development of Joint Solutions, this is less implemented because every time there is a problem, the solution is at the level of each agency. The MPP controller in this case DPMPTSP directly reprimands if there are mistakes and others. there is no partnership that is a space for related parties to deliberate and make joint decisions and solutions in overcoming problems related to public services at the Barru Regency Public Service Mall. The implementation of Open Government through Open Engagement has not been maximised, the intensity of community involvement and community compliance in following the flow of public services is very lacking, even service standards that provide space for community involvement as users for participation in giving opinions have never existed, let alone involvement / participation formulating has not been accommodated. The capacity development of employees and service officers has not been running where capacity development is carried out routinely andsingle(single actor) by each provincial local government and the private sector, the Open Services aspect is running poorly where the mechanism for the public to access public information and government data, especially in services at the Public Service Mall, has not been widely socialised, such as if there are links or web agencies that can be accessed or viewed regarding service procedures and requirements. Likewise, the availability of information to be published to the public is still limited, especially for rules/policies, and service fees that are not yet transparent, so the public needs to be given innovation in the future Digital MPP. So service integration to all other services can be applied.

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