

Effectiveness of The Public Service Mini Mall (MMPP) Sukodono District Sidoarjo Regency

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Abstract. The state is responsible for fulfilling the basic rights and needs of every citizen through the provision of accessible, efficient, and high-quality public services. One strategic initiative to achieve this objective is the establishment of Public Service Malls (MPP), which integrate multiple public services in a single location. To expand service accessibility, the Sidoarjo Regency Government introduced the Mini Public Service Mall (MMPP) in Sukodono District, the first district-level MPP innovation in Indonesia. However, several implementation challenges have raised concerns regarding its effectiveness in delivering integrated public services. This study aims to analyze and describe the effectiveness of public service delivery at the Mini Public Service Mall (MMPP) in Sukodono District, Sidoarjo Regency. A descriptive qualitative approach was employed using three dimensions of effectiveness: goal achievement, integration, and adaptation. Data were collected through observations, semi-structured interviews, and documentation using purposive sampling and analyzed through an interactive qualitative analysis process. The findings reveal that the overall implementation of public services at the MMPP remains ineffective. Of the eleven service counters initially established, only five continue to operate, while limited human resources, inconsistent service availability, unpublished standard operating procedures, and inadequate inter-agency coordination have reduced service effectiveness. Although several counters have demonstrated satisfactory performance in meeting community needs, the MMPP has not yet fully achieved its intended objectives of providing integrated, accessible, and responsive public services. Strengthening institutional collaboration, workforce allocation, and service management is therefore essential to improve the sustainability and effectiveness of the MMPP model.

Keywords: Effectiveness; MMPP; Public Services

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INTRODUCTION

The state is responsible for fulfilling the rights and basic needs of every citizen and resident through the provision of public services. This is also in accordance with the Law of the Republic of Indonesia Number 25 of 2009 concerning Public Services, Article 1 paragraph 1, explains that "activities to meet the needs for goods, services, and administrative services organised by public service providers to citizens and residents in accordance with laws and regulations". Public services are also defined as a clear measure of government performance because the public can directly assess the performance of a government based on the services they receive (Arliansyah, 2023). Therefore, the government needs to make every effort to provide the best possible services to the public. One such effort is establishing Public Service Mall (MPP) in each district/city to integrate various services in one location.

The Sidoarjo Regency Government established a Public Service Mall, which was inaugurated on 29 January 2019 as stipulated in the Sidoarjo Regency Regulation Number 37 of 2018 concerning Public Service Mall in Sidoarjo Regency, "The establishment of the Public Service Mall (hereinafter referred to as MPP) is to integrate existing services from both the Central and Regional Governments, State-Owned Enterprises (BUMN) and Regional-Owned Enterprises (BUMD), as well as other supporting units in the same location". The Sidoarjo Regency MPP has 24 agencies and 177 types of services (Indrayana, 2024). This MPP is located on the ground floor of the Multipurpose Building, Lingkar Timur street, Bluru Kidul Village, Sidoarjo District, Sidoarjo Regency. The location of the Sidoarjo MPP is quite far away for people in the western part of the Sidoarjo Regency (Pricilia & Mursyidah, 2021).

The Sidoarjo Regional Government has chosen Sukodono District to build an innovation in the form of a Public Service Mini Mall. According to the Ministry of Administrative and Bureaucratic Reform website, the MMPP Sukodono District is the first MMPP at the District level in Indonesia and East Java (Arliansyah, 2023; RB, 2020). One of the reasons for this selection is its strategic location, as it is situated in the centre of Sidoarjo Regency, specifically in Anggaswangi Sukodono Village, which is in the same location as Sukodono District and Sukodono Community Health Centre (Arliansyah, 2023). According to the Sukodono District website, Sukodono District has also been awarded the titles of Integration Zone (ZI) and Corruption-Free Zone (WBK), moving towards a Clean and Serving Bureaucracy Zone (WBBM) (Anggraeni et al, 2023; Sukodono, 2024).

The purpose of establishing the MMPP is to bring public services closer and make them more accessible to the community, particularly the community in the western part of Sidoarjo Regency, including Taman, Krian, Balongbendo, Wonoayu, and Sedati Districts. The 11 agencies involved include the Population and Civil Registration Service (Dispendukcapil), the West Sidoarjo Tax Office, the Religious Affairs Office (KUA), Post Indonesia, East Java Regional Development Bank (Bank Jatim), Social Security Agency for Health (BPJS Kesehatan), the Investment and Integrated Services Agency (DPMPTSP), Social Security Agency for Employment (BPJS Ketenagakerjaan), the Regional Tax Service Agency (BPPD) Sidoarjo, BPR Delta Artha, and Sidoarjo Regency Police (Polresta Sidoarjo) (Anggraeni et al, 2023). All of these agencies are bound by a Memorandum of Understanding (MoU).

Based on a statement obtained from Mrs Zulfa, Head of the General and Personnel Subdivision of Sukodono District that a partnership has been established with 11 agencies in order to provide public services at the MMPP Sukodono District. This initiative aims to

accommodate applicants from various agencies, as the MPP Sidoarjo located in the Lingkar Timur street is already overcrowded, thereby creating space for applicants to meet their needs. Additionally, one of the provisions in the Memorandum of Understanding (MoU) states that these agencies are responsible for providing and conducting public services at their respective counters. However, in reality, out of the 11 agencies involved, only 5 agencies are still operating services at the MMPP counters.

Based on the preliminary data review, there are 11 counters at the MMPP Sukodono District. Of these 11 counters, there are 2 counters are not open every day and 6 counters are closed. According to Mrs Zulfa, Head of the General and Personnel Section of Sukodono District, this is due to the limited number of employees that the agency has and the fact that operating hours depend on each agency. Furthermore, based on data on the number of service users at the MMPP Sukodono District, especially at the counters that are still open for service, it can be seen that there are differences in the number of service users each day at several of these counters. The following is the number of MMPP counter service users per day.

The interviews conducted during the pre-research stage involved several community groups who had received services at the MMPP Sukodono District, including the Neighbourhood Unit (RT) with the initials NYT (37), the college student with the initials GPA (20), and the UMKM group with the initials AK (37). They were satisfied with the services provided by several counters at the MMPP, such as East Java Regional Development Bank (Bank Jatim), Population and Civil Registration Service (Dispendukcapil), and BPR Delta Artha. However, they were dissatisfied with the implementation of the MMPP because many counters were closed so they have to go to the central office in Sidoarjo Regency.

This will result in uncertainty regarding the services provided by the MMPP. People have come a long way but have not received the service they expected. This will have an impact on the unfulfilled service needs that are expected, decreased trust in the government, and disappointment among service recipients. According to Handyaningrat S. (2006:16) in (Pane et al., 2020), effectiveness is a measure of achieving predetermined goals. Many counters do not open for service due to a lack of employees, so people who have travelled far do not receive services and are required to travel long distances to the central agency to get service. This indicates that the predetermined goals have not been achieved.

Previous research by (Pricilia & Mursyidah, 2021) entitled "Innovation of the Sukodono District Public Service Mini Mall in Sidoarjo Regency". The results of the study show the novelty of this MMPP innovation, as well as making it easier and closer for the people of Sukodono and

its surroundings to get services. Furthermore, research by (Irianto et al., 2022) entitled "Optimising Services to Realise Good Governance at the Sukodono District Public Service Mini Mall in Sidoarjo Regency" showed that the services were very good, but there were still obstacles such as errors in the e-KTP recording system and uneven dissemination of information about the MMPP. Another study by (Anggraeni et al, 2023) entitled "Quality of Public Services at the Sukodono District Public Service Mini Mall" found that the service quality was quite good but needed to be improved in terms of reliability, responsiveness, assurance, and empathy. Furthermore, previous research by (Rachmawati et al., 2023) discussed "The Evaluation of the Public Service Mini Mall Programme in Sukodono District, Sidoarjo Regency", the results of the research showed that the evaluation of this programme had not been carried out optimally. Therefore, the novelty of this research is that it focuses on the effectiveness of the Public Service Mini Mall (MMPP) Sukodono District. Based on the explanation, this study aims to determine and describe the effectiveness of the Public Service Mini Mall (MMPP) in Sukodono District, Sidoarjo Regency based on Duncan's (1973) theory of effectiveness with three dimensions, namely goal achievement, integration, and adaptation.

METHODS

The type of research used in this study is qualitative descriptive research. The purpose of using qualitative descriptive research is to describe in depth and systematically related to the research subjects in the field. The theory used as a reference in this study was the effectiveness theory proposed by Duncan (1973), which has three dimensions, namely goal achievement, integration, and adaptation. Data collection was carried out through observation, interviews, and documentation. The data sources in this study were primary and secondary data. Primary data sources used purposive sampling techniques in selecting informants, including the Head of the General and Personnel Section of Sukodono District, MMPP counter employee who are still open for service include Population and Civil Registration Service (Dispendukcapil), East Java Regional Development Bank (Bank Jatim), BPR Delta Artha, Regional Tax Service Agency (BPPD) Sidoarjo, Social Security Agency for Health (BPJS Kesehatan) , and the community receiving MMPP services. Secondary data sources were obtained from documents, journals, books, reports, and the internet relevant to the research topic. After the data was collected, it was analysed using an interactive model developed by Miles and Huberman (2014), which consists of data collection, data reduction, data presentation, and conclusion. Data validity uses combined triangulation, namely technical triangulation, source triangulation, and engineering triangulation.

RESULTS AND DISCUSSION

Goal Achievement

Goal achievement is the extent to which the decision-making unit achieves its formally established objectives. This dimension focuses on the objectives of establishing the MMPP Sukodono District, which is an extension of the Sidoarjo Regency Public Service Mall (MPP) operating at the District level. Thus, this study was conducted to determine the extent to which the objectives of the MMPP Sukodono District have been achieved. Based on the Sidoarjo Regent Regulation Number 37 of 2018 concerning Public Service Malls in Sidoarjo Regency, the purpose of establishing the MPP is to provide convenience, speed, affordability, security, and comfort to the community in obtaining services.

Sub-indicators of convenience include ease of service, starting from queue number collection and the service process. Overall, at the MMPP Sukodono District, queue number collection can be done online via the link <http://antriansukodono.sidoarjokab.go.id/pesannomor> or offline with the assistance of front office staff. Specifically, at the 5 counters that are still open for service at this MMPP, several counters provide online services, such as the Population and Civil Registration Service (Dispendukcapil) counter through the *plavon dukcapil* website, the BPPD counter through APDS (Sidoarjo Regional Tax application), and the Social Security Agency for Health (BPJS Kesehatan) counter through the JKN Mobile application and Pandawa WhatsApp. Meanwhile, the other two counters, namely the East Java Regional Development Bank (Bank Jatim) and BPR Delta Artha counters provide direct services as these counters are banking-related. All counters have staff who provide direct services at each counter, except for the Social Security Agency for Health (BPJS Kesehatan) counter which provides online services via Zoom meetings. Of course, this still does not make it easy for the public, especially the elderly.

Sub-indicators of speed include the time taken to complete services in accordance with the specified time. Overall, the speed of service at the MMPP varies depending on the type of service and the counter being used. Specifically, at the five counters that are still open for service at the MMPP, it is also agreed that the completion of services varies according to the type of service. At the Population and Civil Registration Service (Dispendukcapil) counter, whose SOP requires 3-4 days to complete the service, but all services will be provided within a week. Then, the East Java Regional Development Bank (Bank Jatim) and BPR Delta Artha counters provide fast service, taking only a few minutes to complete on the same day. For Regional Tax Service Agency (BPPD) Sidoarjo, the speed depends on the type of service provided. Next the Social Security Agency for Health (BPJS Kesehatan) completion time depends on whether the public follows the employee's instructions directly or tries again at home and whether any payments must be made

in advance. In line with the statement from Anggraeni et al, 2023), the quality of MMPP services on the responsiveness indicator regarding employees providing services quickly and on time shows that the research results have not met public expectations.

Sub-indicators of accessibility include location and affordable access to services, so that the community can obtain services with minimal cost and effort. Overall, the location of the MMPP is accessible because it is in the centre of the city, with easy road access, a strategic location, and close to the surrounding Districts. Specifically, the five counters that are still open for service at this MMPP are located in an accessible location, so there is no need to go far to the MPP or the respective headquarters, and the services provided are free of charge.



Picture 1. MMPP Sukodono District, Sidoarjo Regency

Source: Primary Data

Sub-indicators of security include environmental security and applicant data security in providing offline and online services. Overall, the provision of public services at the MMPP is quite good. There are CCTV cameras in several corners of the MMPP, but there were no security officers on duty at the front post. In contrast to Septiana et al, 2024), the environmental security at the MPP Jepara was orderly and conducive, marked by the presence of internal security officers and CCTV cameras in several corners of the MPP, as well as the security of user information data. Specifically, at the five counters that are still open for service at the MMPP regarding the security of applicant data and information. Applicant data is used as necessary and stored properly. During the researcher's visit, no complaints were found regarding the misuse of data by irresponsible individuals.

Sub-indicators of comfort include adequate facilities and infrastructure that meet the needs of employees and the community. Overall, the facilities and infrastructure at MMPP can be considered adequate and in line with the needs of employees and the community. Specifically, at the five counters that are still open for service at MMPP, the existing facilities and infrastructure

can be considered adequate and in line with the needs of employees. At the Social Security Agency for Health (BPJS Kesehatan) counter, which provides online services, there are additional headphones to facilitate communication and allow for greater focus amid the noise of other counter services.

Integration

Integration is how individuals are fully integrated into the system through clear roles. In this case, integration is a form of management of employees from several agency counters at the MMPP in providing public services to the community so that they run smoothly and optimally. This dimension relates to service procedures and communication between employees and the community. Sub-indicators of procedures, procedures or standard operating procedures are needed in carrying out a service so that the service can be carried out properly and satisfactorily. Overall, in the delivery of public services at the MMPP, the service procedures or SOP used refer to the central agency SOP for their respective counters. However, not all of these SOP are published at the MMPP, so the public does not know all the requirements for the services. In line with statement from Anggraeni et al, (2023), it is stated that there are indicators that have not been running according to public expectations, namely having clear public service standards because the SOP only exists at each respective booth. Specifically, the five counters that are still open for service at the MMPP can be said to meet the needs of the community. Employees provide services based on the central agency SOP for their respective counters and carry out their duties in accordance with these SOP. Sometimes they also back each other up when serving the public.

Sub-indicator of the communication shows that communication is an important aspect in providing public services, especially for the sake of good public service delivery. With good communication between employees and the community, the desired goals will be easily achieved, and vice versa. In line with the statement by Putri et al. (2022) in (Thalita & Nawangsari, 2024) that integration includes an organisation's ability to communicate with various other organisations. Overall, the communication process at MMPP is running quite well. This can be seen from the communication between employees when there are obstacles, they immediately report to the District office. However, there are no regular evaluation meetings between MMPP employees and the District office. Specifically, at the 5 counters that are still open for service, the counter employees immediately convey or contact the District employees when there are obstacles, problems, and so on. The relationship between employees is good. Likewise, communication between employees and the community is good, as they each have their own

ways of focusing on community satisfaction. The community responds that the communication carried out by employees during service is fairly good, although sometimes there are some employees who are less friendly and respond briefly, but they still provide service and the community receives the service they need.

Adaptation

Adaptation is the ability of a social system to adjust to its environment. In this case, adaptation refers to the adjustments made by agencies located in the same place at the MMPP Sukodono District, which is the first MMPP at the District level. This dimension relates to the availability and capability of the workforce, as well as whether there has been any improvement/change with the establishment of this MMPP. Sub-indicator of workforce availability and capability: The importance of the workforce or employees in opening and providing services at the MMPP counter is crucial for the smooth running of public services. Overall, the implementation of public services at this MMPP is still not good. The availability and capability of the workforce is lacking, as seen from the 11 counters, only 5 counters are still open for service. Specifically, the 5 counters that are still open for service at the MMPP can be said to be good, considering that the employees at the counters are sufficient in serving and understand how to serve the community. However, the Social Security Agency for Health (BPJS Kesehatan) counter still has limited staff to provide services because the staff provide services through Zoom meetings at their head office and cannot provide direct services at the MMPP. According to Hafiz et al, (2020), labour is useful for managing existing resources to produce goods and services. The higher the quality of the labour, the more effective and efficient the products and services will be.



Picture 2. All counters at MMPP

Source: Personal documentation

Sub-indicator of improvement/change, the MMPP was officially launched in 2020 and has been running for about 5 years. During this period, there have been frequent changes in several aspects, such as the environment, employees, policies, and others. It is necessary to maintain good public services to the community in order to achieve the set objectives. Overall, the

provision of public services at the MMPP has not improved or there has been no change. Looking back from the initial opening of all service counters, now many counters are closed. Specifically, the five counters that are still open for service at the MMPP cannot be said to be operating optimally. There are two counters, namely the Population and Civil Registration Service (Dispendukcapil) and BPR Delta Artha, which have experienced positive improvements. There are also two other counters, namely East Java Regional Development Bank (Bank Jatim) and Regional Tax Service Agency (BPPD) Sidoarjo, which have not experienced any improvements or changes; they remain the same as when the MMPP was first established. Meanwhile, one counter, Social Security Agency for Health (BPJS Kesehatan) has undergone a significant change, from offline services directly at the MMPP counter to online services via Zoom meetings, due to limited staff.

CONCLUSION

This study aims to describe the effectiveness of MMPP Sukodono District, Sidoarjo Regency, using Duncan's theory of effectiveness. The findings of the study using three dimensions, namely goal achievement, integration, and adaptation, show that overall, the MMPP Sukodono District is still ineffective. Specifically, 3 counters, namely East Java Regional Development Bank (Bank Jatim), Regional Tax Service Agency (BPPD) Sidoarjo, and BPR Delta Artha, have met the needs of the community, while 2 other counters, namely Population and Civil Registration Service (Dispendukcapil) and Social Security Agency for Health (BPJS Kesehatan) have not met the needs of the community. The criteria are: 1) Goal achievement, efforts to provide convenience, speed, and security that have not been able to meet the expectations of the community. 2) Integration, Standard Operating Procedures that are not published by MMPP make some people unaware of the service requirements. 3) Adaptation, there are still many counters that are closed, indicating no improvement/positive change in them. Several things can be used as a basis for further research, first analyzing the effectiveness of public services in increasing community satisfaction; second, analyzing websites or social media as a means of disseminating information to the community; third, analyzing the impact of a limited workforce and efforts to improve public services at MMPP.

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