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E-Government Innovation in Public Service Malls: The Physical–Digital Integration Gap in Tulungagung Regency

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Abstract

Public Service Malls (*Mal Pelayanan Publik*, MPP) are promoted in Indonesia as an innovation that integrates licensing and non-licensing services in one location and, increasingly, supports them digitally. Physical integration, however, does not automatically produce digital integration, and this tension remains under-examined in local MPPs. This study examines how e-government innovation is implemented through the website of the Tulungagung Regency Public Service Mall, using a five-type typology of public service innovation: product/service, process, service method, strategy/policy, and system innovation. A qualitative descriptive design was applied, drawing on website observation, regulatory documents, scholarly literature, and interviews at the MPP. Data were analyzed thematically by innovation type and by service layer. The findings show that the website is easy to access and consolidates announcements, service requirements, and a contact channel, while the physical MPP provides counters for participating agencies in one building. Yet several agencies, including the fisheries office, banks, the police, and the religious court, have not integrated their services into the website, and many listings contain missing or minimal information. The website therefore functions mainly as an information window rather than a transactional channel, and citizens must still visit the office. The study proposes the notion of a physical–digital integration gap: innovation is strongest in strategy, process, and service method, and weakest in system integration and product design. It contributes a diagnostic use of the innovation typology and implies that local governments should enforce data entry, standardize information, and move toward online transactions, while measuring public trust empirically.

Keywords: E-Government; Public Service Mall; Public Service Innovation; Digital Integration; Tulungagung.

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INTRODUCTION

Digital transformation has become a central driver of public sector reform, changing how governments organize administrative processes, interact with citizens, and deliver services. Recent scholarship stresses that digital government is not merely the placement of existing procedures online; it involves organizational change, institutional adaptation, and service redesign oriented toward citizens (Lindgren et al., 2019; Mergel et al., 2019). Earlier work on digital-era governance already identified the reintegration of fragmented functions and needs-based holism as core aims of technology-enabled reform (Dunleavy et al., 2006). The topic matters because the benefits claimed for digital government, such as better service quality, lower administrative burden, and greater public value, depend on whether these aims materialize in everyday service delivery (Madsen et al., 2022; Twizeyimana & Andersson, 2019).

Indonesia pursues these aims through two policy streams. The first is electronic-based government (*Sistem Pemerintahan Berbasis Elektronik*, SPBE), regulated by Presidential Regulation No. 95 of 2018, which seeks clean, effective, transparent, accountable, and reliable governance. The second is the Public Service Mall (*Mal Pelayanan Publik*, MPP), which integrates services provided by central and regional governments, state- and regional-owned enterprises, and private providers in a single location. The MPP policy began with Ministerial Regulation of PANRB No. 23 of 2017 and is now governed by Presidential Regulation No. 89 of 2021 and its technical guideline, Ministerial Regulation of PANRB No. 92 of 2021. The MPP is thus an institutional innovation designed to replace a convoluted and time-consuming service process with an integrated one, and it takes advantage of digital technology to extend that integration (Tasyah et al., 2021; Umam & Adianto, 2020).

Tulungagung Regency implements this policy through an MPP managed by the Investment and One-Stop Integrated Services Office (*Dinas Penanaman Modal dan Pelayanan Terpadu Satu Pintu*, DPMPTSP). The MPP was inaugurated in December 2022 at the People's Hall building on Jalan R. A. Kartini, near the town square, and is reported to be the 135th MPP in Indonesia and the 18th in East Java . According to the head of DPMPTSP, the MPP aims to integrate services to improve their speed, convenience, reach, and security; to strengthen competitiveness and ease of doing business; and to shift regional apparatus from sectoral ego toward joint work. The MPP also operates a website (mpp.tulungagung.go.id) that is meant to provide information on licensing and non-licensing services from regional offices, state- and regional-owned enterprises, and banks, in line with the expectation that e-government makes services easier to obtain (Sembiring & Sembiring, 2021).

In practice, the website does not yet deliver this promise. Preliminary observation shows that several agencies, including the Fisheries Office, banks, the Tulungagung Police, and the Class IA Religious Court, have not integrated their services into the website. Many service listings carry no information or only makeshift information about requirements, and people who intend to apply for a licensing or non-licensing document still have to visit the MPP office. The practical problem is therefore a service that is integrated in one building but fragmented online, which may confuse users and erode the efficiency gains that the MPP is meant to deliver.

Research on Indonesian MPPs has expanded, and three patterns can be distinguished. The first stream evaluates the implementation and effectiveness of MPPs in particular cities and regencies, typically asking whether integrated counters improve the speed and convenience of service (Datamora & Malau, 2020; Prasetyo et al., 2022; Sembiring & Sembiring, 2021; Umam & Adianto, 2020). The second stream treats the MPP as public service innovation (Ulya &

Meirinawati, 2023). Comparative evidence shows that outcomes vary with institutional capacity and digital readiness: limited digital infrastructure, dependence on unstable central government websites, and low socialization through digital media have been reported, with citizens opting for direct office access in some localities (Ramadani & Herman, 2026). The third stream examines e-government and digital service innovation in Indonesian public offices, including a religious court in Tulungagung (Cahyono et al., 2022; Sukarno et al., 2021; Tasyah et al., 2021).

Taken together, these streams leave several issues unresolved. MPP studies concentrate on service effectiveness and rarely separate the physical one-stop counter from the digital channel that accompanies it. The e-government literature emphasizes adoption and public value but seldom asks whether integration achieved in a physical location carries through to online information systems that depend on many autonomous agencies (Lindgren et al., 2019; Twizeyimana & Andersson, 2019). Public sector innovation typologies (De Vries et al., 2016; Hartley, 2005) are widely used in Indonesian studies, yet mostly as descriptive lists of innovation types rather than as tools to diagnose where an innovation is strong or weak.

The research gap is therefore contextual, theoretical, and empirical. Contextually, little is known about how an MPP website functions in a regency-level setting in East Java. Theoretically, the typology of public service innovation has not been combined with an explicit notion of integration depth. Empirically, there is no systematic account of what the Tulungagung MPP website contains and which agencies are absent from it.

This study addresses three questions. First, how is e-government innovation, through the website, implemented in the Tulungagung Regency Public Service Mall? Second, how do the five types of public service innovation appear in the physical and digital layers of the MPP? Third, what constraints limit integration between the MPP office and its website? The objective is to describe, explain, and diagnose the implementation of the MPP website as e-government innovation.

The study makes three contributions. Conceptually, it proposes the notion of a physical–digital integration gap, meaning the difference between integration achieved at the counter and integration achieved online, and it shows how the innovation typology can be used to locate that gap. Empirically, it provides a documented account of an under-studied regency-level MPP website and identifies the agencies and content areas that remain absent. Practically, it offers local governments a diagnostic that links innovation types to concrete actions. This matters because an MPP that is integrated only physically risks reproducing, in digital form, the fragmentation that it was created to remove, and because public trust in integrated services should be treated as an outcome requiring empirical measurement rather than an automatic consequence of digitalization (Beshi & Kaur, 2020).

LITERATURE REVIEW

Conceptual Foundation

E-government is commonly defined as the use of information technology by government to transform relations with citizens, the private sector, and other stakeholders (Tasyah et al., 2021). Current debates distinguish digitization, the conversion of existing procedures into digital form, from digital transformation, which changes organizational processes, service delivery, and citizen–government relationships (Lindgren et al., 2019; Mergel et al., 2019). Janowski (2015) describes digital government as evolving from digitization through transformation and engagement toward contextualization, a sequence that helps explain why

many local implementations stop at placing information online while back-office processes remain unchanged. Dunleavy et al. (2006) add that digital-era governance aims at reintegration and needs-based holism, in which technology helps reassemble services that were fragmented by agency boundaries. The value of such reforms is judged by public value outcomes (Criado & Gil-Garcia, 2019; Twizeyimana & Andersson, 2019), and digital self-service can shift administrative effort onto citizens when systems are incomplete or hard to use (Madsen et al., 2022).

The Public Service Mall is a policy-specific form of integrated service. Presidential Regulation No. 89 of 2021 defines it as the integration of public services provided by service organizers in one place. Conceptually it embodies reintegration, but integrating agencies that remain organizationally autonomous requires collaboration and shared responsibility, which the collaborative innovation literature treats as a distinct condition of public sector innovation (Torfing, 2019). Empirical studies report that MPP results depend on institutional capacity and digital readiness (Ramadani & Herman, 2026), and Indonesian evaluations present the MPP as a response to convoluted and lengthy service procedures (Datamora & Malau, 2020; Umam & Adianto, 2020).

Typology of Public Service Innovation

This study is guided by typologies of public sector innovation. Public sector innovation is commonly classified by type, as in Hartley's (2005) distinction of product, service, process, position, strategic, governance, and rhetorical innovation and in the systematic review by De Vries et al. (2016). Indonesian scholarship, including the study of e-government-based innovation in the Tulungagung Religious Court (Cahyono et al., 2022), operationalizes five types, which this study adopts as its analytical dimensions: (1) product or service innovation, a change in the form or design of a service, such as a website; (2) process innovation, a change in organizational procedures and workflows; (3) service method innovation, a new way of interacting with users or delivering services; (4) strategy or policy innovation, new visions, missions, goals, and strategies; and (5) system innovation, new or updated ways of interacting with other actors, that is, changes in governance.

These dimensions are relevant because the MPP combines changes in all five: a new service product (the website), reorganized procedures (counters), a new delivery method (one location), a declared strategy (vision and mission), and a new inter-agency arrangement. The typology guides the analysis by specifying what evidence is collected for each dimension. Its limitation is that it describes kinds of innovation but not their depth. It is therefore combined with the integration lens drawn from digital-era governance (Dunleavy et al., 2006) and with the stage logic of Janowski (2015).

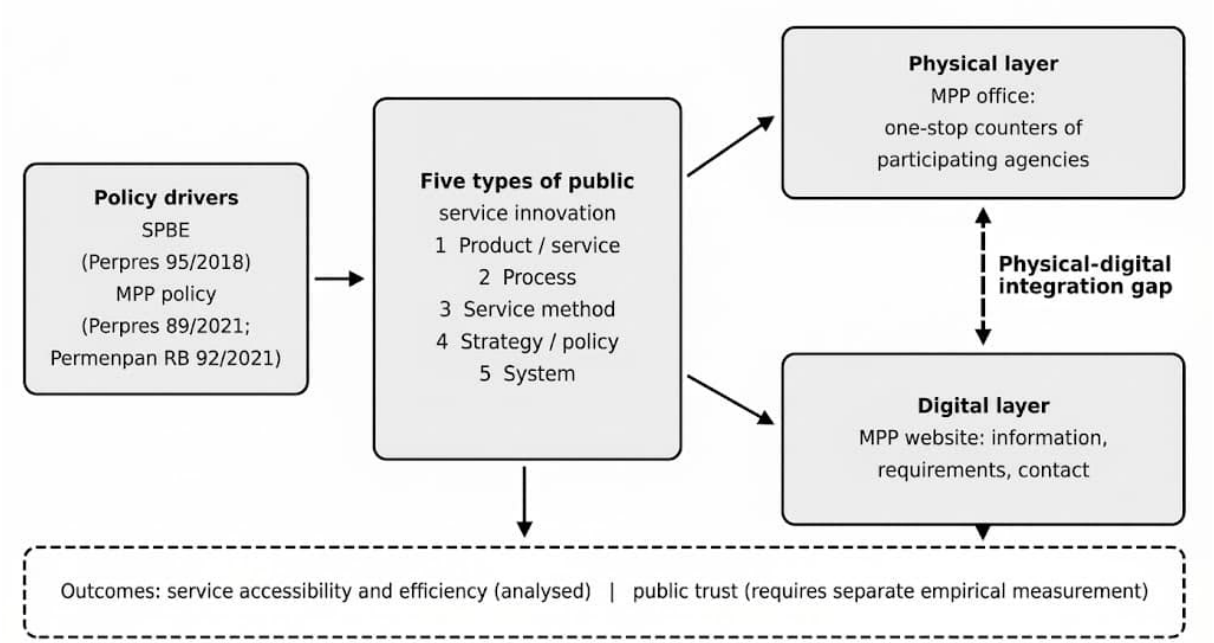
Research Gap and Analytical Framework

Previous work leaves three gaps. Contextually, MPP studies rarely examine regency-level websites in East Java. Theoretically, innovation typologies are typically applied as classification tools and do not assess whether innovation in one layer of a service carries over to another. Empirically, the literature on e-government in Indonesian public services seldom documents which agencies are present or absent in an integrated online platform (Cahyono et al., 2022; Ramadani & Herman, 2026).

The analytical framework (Figure 1) links these elements. Policy drivers, namely SPBE and MPP regulation, motivate innovation in five types. Each type is examined in two service layers: the physical layer, consisting of one-stop counters at the MPP office, and the digital

layer, consisting of the MPP website. Integration depth is judged by whether the digital layer reproduces the integration of the physical layer, following the reintegration logic of digital-era governance (Dunleavy et al., 2006) and the stage logic of Janowski (2015). The difference between the two layers is the physical–digital integration gap. Outcomes are service accessibility and efficiency, which this study analyzes, and public trust, which the framework treats as a downstream consequence requiring its own empirical measurement (Beshi & Kaur, 2020).

Figure 1. Analytical Framework: Five Innovation Types across the Physical and Digital Service Layers



Source: Authors' elaboration based on Cahyono et al. (2022), Dunleavy et al. (2006), and Janowski (2015).

The study thereby positions its theoretical contribution. It extends the innovation typology from a descriptive classification to a diagnostic matrix by adding integration depth across layers, and it applies the reintegration argument of digital-era governance to a local one-stop service whose integration is physical before it is digital.

RESEARCH METHODS

Research Design

This study used a qualitative descriptive design with a single-case orientation. A qualitative approach was appropriate because the objective is to understand how an innovation is implemented in its natural setting and what it contains, rather than to estimate effects statistically. The researchers acted as the key instrument in collecting and interpreting evidence. The analysis was guided by the five-type typology of public service innovation described in the Literature Review and applied to two service layers: the MPP office and the MPP website.

Research Setting

The case is the Tulungagung Regency Public Service Mall, managed by DPMPTSP and located at Jalan R. A. Kartini No. 7, Tulungagung, East Java, Indonesia, together with its website (mpp.tulungagung.go.id). Data were collected in March to May 2026

Data Sources

Four sources were used: (1) the MPP website, including the home page, the public service announcement, and the service listing pages; (2) regulatory and official documents, namely Presidential Regulation No. 95 of 2018, Presidential Regulation No. 89 of 2021, and Ministerial Regulation of PANRB No. 92 of 2021, together with official statements by DPMPTSP; (3) scholarly literature on e-government and public service innovation; and (4) interviews with informants at the MPP.

Informant Selection

Informants were selected purposively according to their direct knowledge of MPP operations: number and roles of informants, e.g., DPMPTSP officials, agency counter staff, service users. For the website, all agency listings visible on 10 March 2026 were reviewed and classified. Documents were selected if they directly regulated or described the MPP and e-government implementation, and literature was selected for relevance and, where possible, publication within the last ten years.

Data Collection

Website observation used a checklist covering the presence of an agency listing, the presence of service requirements, the presence of contact or complaint channels, and the ease of use of the interface. Screenshots were retained as evidence. Interviews were semi-structured and guided by the five innovation types. Documents and literature were collected through library research.

Data Analysis

Data were analyzed thematically (Braun & Clarke, 2006) in four steps. First, interview notes, screenshots, and documents were organized by source. Second, evidence was coded deductively against the five innovation types and inductively for constraints. Third, within each type, evidence was compared across the physical layer and the digital layer to judge whether integration at the counter was matched online. Fourth, themes were interpreted against the literature to answer the research questions. Document analysis followed the procedure of examining, categorizing, and interpreting documents for contextual evidence (Bowen, 2009).

Trustworthiness and Ethics

Trustworthiness was addressed through the criteria of credibility, dependability, and confirmability (Nowell et al., 2017). Credibility was supported by triangulating website evidence, official documents, and interviews (Carter et al., 2014), so that statements by officials could be checked against what the website displays. Dependability and confirmability were supported by an audit trail of screenshots, access dates, coding decisions, and interview notes. A thick description of the setting allows readers to judge transferability.

Informants participated voluntarily after receiving an explanation of the purpose of the study, and [nformed consent procedure: written or verbal. Informants are anonymized, and no identifiable data are reported. Website data are publicly accessible, and no personal data of service users were collected.Permission from DPMPTSP and, if applicable, ethical clearance number.

RESULTS AND DISCUSSION

Implementation of the MPP and Its Website

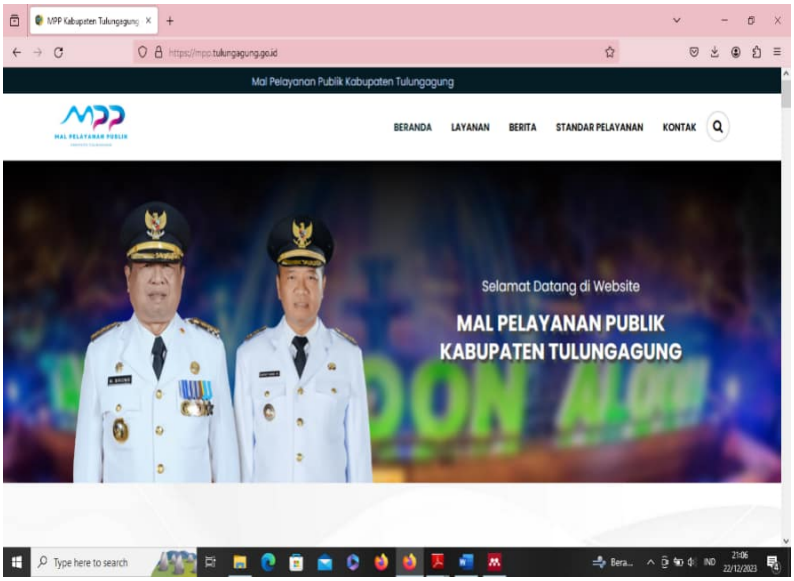
The Tulungagung MPP physically integrates services in one building, where participating agencies provide licensing and non-licensing services at dedicated counters. The office has

adequate facilities, as shown by the service counters provided for each member agency. Alongside the office, DPMPTSP operates a website intended to display information from regional offices, state- and regional-owned enterprises, and banks. The website also carries a public service announcement signed by the head of DPMPTSP and an information service number that the public can call when facing problems.

DPMPTSP states three expected results from the MPP: one-stop services based on information technology that increase the speed of government services, fast and integrated service, and service acceleration accompanied by a change in the mindset of regional apparatus from sectoral ego to joint work. These statements provide the benchmark against which the physical and digital layers are read in this study.

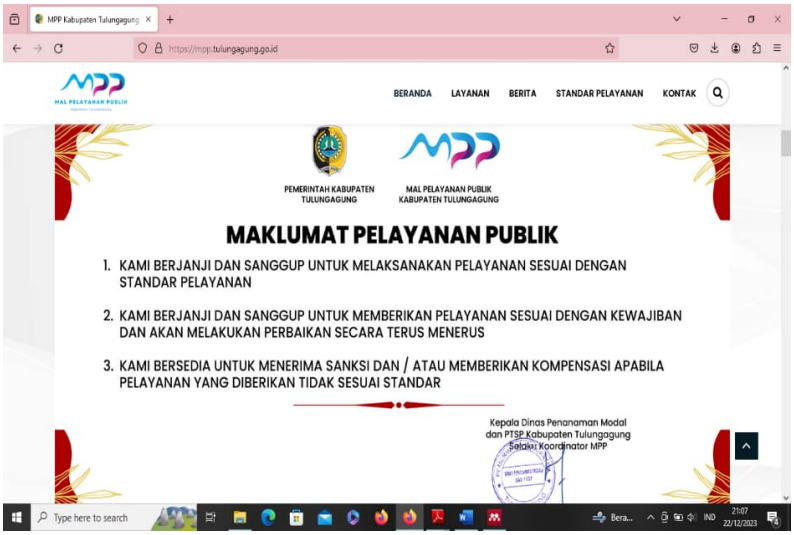
Observation shows that the home page (Figure 2) has a simple appearance that is easy to access and does not burden users. The public service announcement (Figure 3) is displayed on the site. The service listing (Figure 4) is the core of the digital layer, but it is incomplete. The information for the fisheries service is empty, and many agencies, whether regional offices, state- and regional-owned enterprises, or banks, have not filled in their service information. Some agencies provide only makeshift information. At least four organizations, namely the Fisheries Office, the banking sector, the Tulungagung Police, and the Class IA Religious Court, have not integrated their services into the website. Where information is available, it concerns the requirements for licensing and non-licensing services, so people who intend to arrange such documents still have to visit the MPP office.

Figure 2. Home Page of the Tulungagung Regency Public Service Mall Website



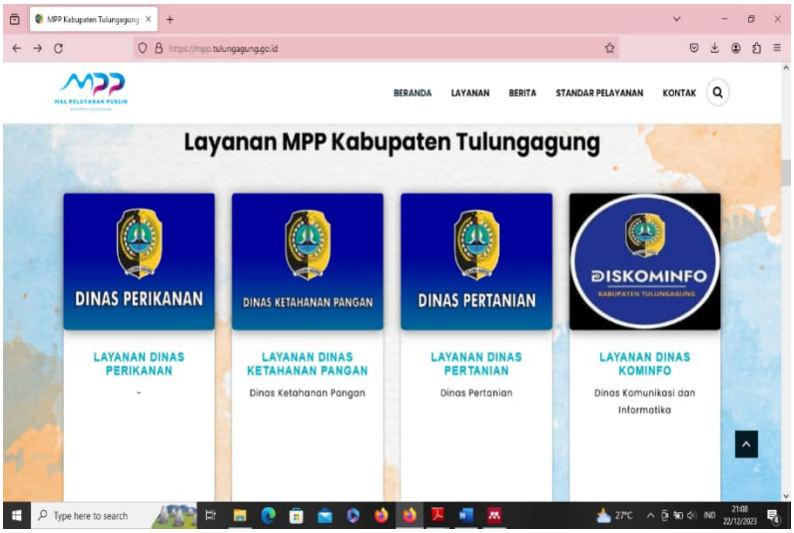
Source: https://mpp.tulungagung.go.id/ (May 5, 2026)

Figure 3. Public Service Announcement on the Website



Source: https://mpp.tulungagung.go.id/ (May 5, 2026)

Figure 4. Service Listing Showing Incomplete Agency Information



Source: https://mpp.tulungagung.go.id/ (May 5, 2026)

Five Types of Innovation across the Physical and Digital Layers

Table 1 compares the five innovation types in the two layers of the service. The assessment column is the authors' interpretation of the evidence, not a measured score.

Table 1. Innovation Types in the Physical and Digital Layers of the Tulungagung MPP

Innovation type	Physical layer (MPP office)	Digital layer (MPP website)	Assessment
Product / service	Single venue that gathers licensing and non-licensing services under one roof	Simple, accessible website with announcement, requirements, and an information service number; services cannot be completed online	Partial
Process	Counters for all participating agencies in one location	Requirements are listed, but only for agencies that filled in their data; some entries are makeshift	Strong at counter; partial online
Service method	Citizens visit one location instead of moving between offices; improvement over the	Information available online and by phone; no online submission, so a visit is still required	Moderate

	earlier slow and convoluted service is reported		
Strategy / policy	Clear vision on accelerating licensing and investment services through better human resources and an accountable service system; mission and motto stated	The same strategy is communicated through the website	Strong
System	Agencies are co-located and serve through counters	Website intended as a forum for all agencies, but the Fisheries Office, banks, the police, and the religious court are not integrated and many listings are empty	Limited

Source: Authors' analysis of website observation, official documents, and interviews. Assessment labels are interpretive.

Table 1 shows that innovation is strongest where it depends on decisions taken within a single organization, namely strategy and process at the counter. It is weakest where it depends on the participation of other agencies, namely the completeness of the website as a service product and system integration.

Two types merit closer description. In strategy and policy innovation, the MPP states a vision of accelerating licensing and investment services, supported by better human resources and an accountable service system. Its mission is to improve the quality of licensing services, improve the quality of human resources, and increase regional investment, and its motto is that service users' satisfaction is the institution's hope. These statements show that the innovation has a clear direction, but they describe intentions rather than results. In service method innovation, citizens who previously had to move between offices to arrange licensing documents can now visit a single location, and the service is reported to have improved compared with the earlier slow and convoluted process. Yet the website does not allow documents to be submitted online, so the new method remains tied to the building.

Constraints on Integration

Three constraints emerge from the evidence. First, data completeness: agencies do not enter or maintain their service information, which leaves listings empty or minimal. Second, scope of integration: agencies from vertical institutions and banking remain outside the website. Third, functional depth: the website informs but does not process, so the digital layer cannot substitute for a visit. Incomplete listings are likely to confuse users who rely on the site to learn requirements, although user perceptions were not measured systematically .

Discussion

The central finding is that integration is complete at the counter but incomplete online. Interpreted through digital-era governance, the MPP achieves reintegration in its physical form, but the website has not yet carried that reintegration into the information layer (Dunleavy et al., 2006). In the terms of Janowski (2015), the website operates mainly at the digitization stage, in which information is placed online, rather than at the transformation stage, in which processes themselves change. This converges with comparative MPP evidence: in Pati, dependence on unstable websites limited the digital layer, and in Singkawang low digital socialization led citizens to prefer direct office access (Ramadani & Herman, 2026). Tulungagung differs in one respect. Its interface is accessible, so the limiting factor appears to be content governance, namely whether agencies supply and maintain information, rather than infrastructure alone. This is an interpretation from observation and should be tested with agency-side data.

The pattern across the five types shows why innovation typologies need an integration lens. Strategy and process are strong because they are decided within DPMPTSP, whereas system innovation and the completeness of the website depend on other agencies. This is consistent with the argument that collaborative innovation requires shared responsibility across organizations and cannot be created by a lead agency alone (Torfing, 2019). It also relates to the stated aim of DPMPTSP to turn sectoral ego into joint work: the missing listings suggest that this aim has been realized more at the counter than online.

The findings also qualify the expected benefits of digital service. Research on digital self-service shows that incomplete or complex systems can transfer administrative effort to citizens (Madsen et al., 2022). In Tulungagung the transfer takes a different form. Because the website cannot reliably tell citizens what is needed or allow them to complete a process, they bear the cost of travelling to the office and of uncertainty about requirements. The public value that e-government promises (Twizeyimana & Andersson, 2019) is therefore realized only partly.

Read against the benchmark of the stated objectives, the physical layer meets the expectation of integrated service at one location, whereas the digital layer meets it only partially. One-stop service based on information technology implies that technology carries the integration, not merely describes it. At present the website describes services but does not integrate their delivery. This does not diminish the value of the physical MPP, which Indonesian evaluations present as a response to convoluted service procedures (Datamora & Malau, 2020; Umam & Adianto, 2020). It indicates, however, that the label e-government innovation applies to the Tulungagung case at the level of information provision rather than service transformation.

Finally, the study does not show whether the MPP has increased public trust. Trust in local government has been linked to transparency, accountability, and responsiveness (Beshi & Kaur, 2020), and an incomplete website may weaken the transparency dimension. Whether this occurs should be measured empirically, because trust is a consequence of service experience, not an automatic outcome of digitalization. Table 2 summarizes the argument from finding to implication.

Table 2. Synthesis of Findings, Interpretation, and Implications

Finding	Interpretation	Implication
Counters integrate agencies physically; the website does not integrate all of them	Reintegration is physical before digital; the website is at the digitization stage	Treat physical and digital integration as separate targets
Strategy and process are strong; system and product completeness are limited	Innovation is strong where one agency decides and weak where many agencies must act	Use binding obligations and focal points for participating agencies
Listings are empty or minimal; services cannot be completed online	Burden shifts to citizens as travel and uncertainty	Set a minimum information standard and add transactions
Trust was not measured	Trust is a consequence of service experience, not an automatic outcome	Measure trust and satisfaction empirically

Source: Authors' analysis.

Theoretical Contribution

The findings extend the typology of public service innovation in three ways. First, they show that an innovation type can be strong in one layer and weak in another, which suggests applying the typology by layer. Second, they refine digital-era governance by indicating that reintegration in a one-stop service can be physical before it is digital, so physical integration

should not be mistaken for system integration. Third, they introduce the physical–digital integration gap as a diagnostic concept for local MPPs. The findings confirm the relevance of the typology for describing the MPP, but they challenge the assumption that a visible innovation in every type implies depth of integration.

Practical and Policy Implications

For DPMPTSP and the regency government, four actions follow. First, data entry should become an enforceable obligation, for example through a regent's instruction or agency standard operating procedures that name focal points and update schedules. Second, a minimum information standard should apply to every listing, covering requirements, procedure, time, and fees, with periodic monitoring of completeness. Third, integration of the absent agencies, namely the Fisheries Office, banks, the police, and the religious court, should be prioritized through agreements on data sharing and service links. Fourth, the website should move from information toward transactions, starting with online queue registration or document submission for the most requested services. Evaluation should combine SPBE indicators with user feedback, and trust and satisfaction should be measured empirically rather than assumed.

CONCLUSION

This study examined how e-government innovation is implemented through the website of the Tulungagung Regency Public Service Mall. In answer to the research questions, the website is accessible and consolidates announcements, requirements, and a contact channel, while the MPP office provides counters for participating agencies in one location. Across the five innovation types, strategy, process, and service method are comparatively strong, whereas the completeness of the website as a service product and system integration are limited. Several agencies, including the Fisheries Office, banks, the police, and the religious court, have not integrated their services, and many listings are empty or minimal. The main constraints are data completeness, the scope of agency participation, and the informational rather than transactional function of the website.

The novelty of the study lies in identifying a physical–digital integration gap: integration achieved at the counter is not matched online. Theoretically, the study extends the innovation typology from a classification to a diagnostic matrix applied by service layer, and it shows that reintegration in a one-stop service can be physical before it is digital. Practically, local governments should enforce data-entry obligations, standardize listing content, integrate absent agencies, and move toward online transactions. The study is limited to one case and does not measure user perceptions or public trust, which require separate empirical measurement. Its significance is that it cautions against equating an integrated building with an integrated service and offers a practical diagnostic for improving local MPPs.

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