



Collaborative Governance of Public Service Malls in Order to Improve the Quality of Public Services in Surabaya City

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ABSTRACT

This study aims to analyze collaborative governance in the implementation of public services in the Public Service Mall (MPP) in Surabaya City. The method used is a qualitative approach with data collection through interviews, observations, and document analysis. The results of the study indicate that collaboration between 23 government agencies in MPP has succeeded in creating strong trust and commitment, which are important factors in starting effective collaboration. Facilitative leadership plays a crucial role in creating an atmosphere of open dialogue and active participation. Clear and adaptive institutional design supports efficient interaction between institutions, increasing the effectiveness of public services. The ongoing collaboration process through discussion forums strengthens relationships between stakeholders, increases transparency, and builds trust. The application of the "Collaborative Models of Cross Stakeholders Consensus" model in MPP shows that the active involvement of all actors, including government, business, NGOs, and the community, can create a conducive environment to achieve common goals and increase public satisfaction.

INTRODUCTION

Public Service Mall (MPP) is an initiative proposed by the former Minister of State Apparatus Empowerment and Bureaucratic Reform, Asman Abnur, as an effort to perfect and improve public services in Indonesia. This concept was inspired by the experience in Georgia and Azerbaijan, where all public services and businesses were integrated in one location, similar to the shopping experience at a mall. With MPP, it is hoped that the public can access various public services more easily, quickly, and comfortably, including business, entertainment, and culinary services. The MPP idea received positive support from President Joko Widodo, who wanted simpler and more efficient public services, especially for investors. The President ordered the Minister of PANRB to immediately realize the idea, which shows the government's commitment to improving the quality of public services. MPP is expected to be able to overcome the problems that exist in the One-Stop Integrated Service which has not provided maximum results due to the lack of integration between ministries and institutions.

Public Service Mall (MPP) in Indonesia is organized by the Investment and One-Stop Integrated Service Office (DPMPTSP), which is tasked with integrating services from various ministries, institutions, and the private sector through Memorandums of Understanding (MoUs) and Cooperation Agreements. To achieve effective coordination in the implementation of MPP, it is important to pay attention to four key factors: organizational structure, planning, supervision, and information systems. These four factors must be implemented consistently in order to support the smooth operation of the organization. In addition, the implementation of effective coordination does not only depend on the right organizational framework, but also requires clarity in planning and organizing the resources available, so that the desired goals can be achieved.

Collaboration in governance today is very important to improve the quality of public services (Astuti, 2020). This is due to various challenges faced, such as complicated service procedures, low professionalism of human resources, and unpredictable time and costs. In this context, collaborative governance emerged as an initiative to encourage cooperation between institutions and stakeholders in solving public service problems. Reform through improving public services is a must to address the spotlight on government bureaucracy, which is expected to provide faster, easier, and more accountable services. In response to this need, the Public Service Mall (MPP) was introduced through the Regulation of the Minister of State Apparatus Empowerment and Bureaucratic Reform of the Republic of Indonesia Number 23 of 2017 concerning the Implementation of Public Service Malls as a breakthrough and innovation to realize excellent service. MPP functions as a center for organizing public services that integrates various agencies in one location, making it easier for the public to access services. With strong synergy between agencies, MPP is expected to realize excellent service and become a real example of the implementation of collaborative governance in government. Through MPP, it is hoped that all parties can work together effectively to provide the best service to the public.

Research by (Maharashtrian, 2023) about the collaborative governance process in aspiration services and complaint handling on the Sapa Mbak Ita channel in Semarang City shows that the collaboration process has been running well even though there are several inhibiting factors, such as culture, institutions, and politics. This study also uses the collaborative governance model theory from Ansell and Gash, and the Government of Canada, to analyze the collaboration process. Although there are obstacles in commitment to the process, collaboration can still be established well when the actors have the same vision and mission, and follow the existing provisions. This shows that effective collaboration requires planned and organized cooperation. Other research by (Alim et al., 2022) regarding Collaborative Governance through the Public Service Mall in Barru Regency emphasizes that collaboration between agencies in the MPP can improve the quality of public services. The results of the study indicate that the DPMPTSP of Barru Regency acts as the main organizer that facilitates other agencies to join the MPP. With the commitment stated in the Memorandum of Understanding, the implementation of the MPP in Barru Regency has been running well, making it easier for the public to access licensing and non-licensing services. The conclusion of this study highlights that consistency in implementing programs in accordance with shared commitments will have a positive impact on the ease of the public in accessing public services.

Collaboration between stakeholders in public services, as seen in the Surabaya City Public Service Mall (MPP), is an effective alternative solution to overcome various problems in the implementation of public services. Consistency in implementing programs in accordance with shared commitments is very important to ensure easy public access to services. With a collaborative governance approach, the government can regulate various institutions in a more focused manner, so that the service process becomes more transformative and sustainable.

The Surabaya City MPP is a real example of collaboration between regional apparatus organizational units in providing excellent service to the community. An integrated service process, such as that carried out by the Population and Civil Registration Service together with the District Court, allows the community to make changes to population administration directly at the MPP without having to visit the court office. This innovation not only increases efficiency, but also provides convenience for the community in meeting their administrative needs. By creating effective coordination and collaboration at the MPP, related institutions can operate as an integrated and dynamic system. This is expected to support the effectiveness of government and development implementation in East Java, especially in the city of Surabaya. Through good collaboration, the MPP can achieve its goals in improving the quality of public services and providing easy access for the community.

LITERATURE REVIEW

Collaborative Governance Theory

Ansell and Gash explain the new strategy of government called collaborative governance. A form of governance that involves various

stakeholders simultaneously in a forum with government officials to make joint decisions (Ansell and Alison, 2007:543)

O'Flynn and Wanna define collaboration as working together or working together with others. This implies that an actor or an individual, group or organization cooperates in some endeavors. Each person who cooperates with others has certain terms and conditions, which vary greatly. The word collaboration was originally used in the 19th century in the development of industrialization, the emergence of more complex organizations, and the increasing division of labor and tasks. These conditions are the basic norms of utilitarianism, social liberalism, collectivism, mutual assistance and then scientific management and human relations organization theory (O'Flynn and John, 2008:3).

Collaborative Governance Model

According to Ansell & Gash, (2008) the collaborative governance model has four broad variables, namely:

a. Initial conditions

The initial conditions in a collaboration are influenced by several phenomena, namely stakeholders have common interests and visions that they want to achieve, a history of past collaboration, mutual respect for the collaboration that has been established, trust in each stakeholder, and an imbalance of power, resources, and knowledge.

b. Institutional Design

Leaders ask stakeholders to engage in good faith negotiation and explore, compromise and mutual gain. Collaborative governance as consensus oriented though suggests that consensus is not always achieved. The issue here is whether all collaborations should require consensus. The institutional design issue of the use of timeouts weakens the ongoing nature of collaboration inadvertently reducing incentives for long-term cooperation. Institutional Design relates to the procedures and ground rules in collaboration for the legal procedures of the collaboration process, transparency of the process, inclusiveness of participants, and exclusivity of the forum.

c. Leadership

Leadership is essential to engage, empower and involve stakeholders and mobilize for successful collaboration. High conflict and low trust have incentives to participate, so collaborative governance can continue to mediate services between stakeholders who receive services. The availability of leaders tends to depend on local circumstances. The implications are that effective collaboration may be hampered by a lack of leadership. Facilitative leadership is concerned with stakeholder deliberation, establishing clear ground rules, building trust, facilitating dialogue between stakeholders and sharing benefits.

d. Collaborative Process

This collaborative process is an important variable, where the collaborative process begins with a face-to-face dialogue related to good

trust, after conducting a good face-to-face dialogue, a trust will be built which will later affect the commitment in the collaboration process, after the commitment of stakeholders is high, there will be a shared understanding in formulating problems, identifying values, and a clear mission. After stakeholders have similarities and understanding, they will determine a strategic plan to carry out the collaboration.

METHODOLOGY

In this study, the researcher used a descriptive research type with a qualitative approach. Qualitative descriptive research aims to describe what is currently happening and there are efforts to describe, record, analyze and interpret conditions that are happening or exist (Sukirman, 2021). The use of descriptive qualitative research methods in this study aims to reveal events and field facts at the research location and provide in-depth descriptions and analysis of the phenomena that occur in the collaborative process of organizing public services at the Surabaya City Public Service Mall from the collected data and its analysis is qualitative in the form of written and spoken words from related parties who are directly related to the researcher.

The data sources used are primary and secondary. Primary data is obtained directly through interviews and observations, while secondary data is obtained through literature studies or documentation (Sukirman, 2021). Data collection techniques through interview, observation and documentation processes (Sugiyono, 2014). The selection of interview informants who are considered competent to provide information that is in accordance with the research focus is carried out using the purposive sampling method. (Creswell, 2008). The data analysis used is interactive analysis by Milles and Huberman where the data analysis process begins with data reduction, data presentation and drawing conclusions (Sugiyono, 2013). Data collected from the observation, interview, and documentation processes are tested for data validity using data source triangulation techniques. where data from the interview, observation, and documentation processes are presented so that conclusions can be drawn (Moleong, 2014). Triangulation of data sources involves using multiple sources of information to verify the findings obtained. (Elia & et al., 2023). By comparing data from interviews, observations, and documentation, researchers can ensure that the information collected is consistent and accurate. This helps reduce bias that may arise from a single source of data (Sahir, 2022).

RESEARCH RESULTS AND DISCUSSION

The Collaboration Process Between Stakeholders in the Provision of Public Services through the Public Service Mall in the City of Surabaya

To understand the conceptual perspective of Collaborative Governance in the collaboration of the governance of the Surabaya City Public Service Mall, the researcher will describe the collaboration in the Collaborative Governance Model by Ansell and Gash. The results obtained from the field by utilizing a number of indicators collected through a qualitative research approach can be explained in the following analysis:

1. *Collaboration in its early stages*

The initial conditions of the implementation of the Public Service Mall (MPP) in the City of Surabaya reflect the urgent need to improve the quality of public services that are more efficient and integrated. Before the MPP was established, the public often faced difficulties in accessing various administrative services spread across various agencies. With the MPP, which combines 23 central and regional agencies in one location, the Surabaya City government is trying to overcome the problem of convoluted bureaucracy and provide easy access for the public. This shows that the initial conditions that drove the formation of the MPP were public dissatisfaction with the previous service system, as well as the desire to create services that are more responsive and oriented to the needs of citizens.

The establishment of MPP in Surabaya City is based on the desire to improve the quality of public services and meet the expectations of the community. Mr. Yohanes explained that the main goal of MPP is to create a single location where the community can take care of various administrative or licensing needs without having to move from place to place. By integrating various services in one building, MPP is expected to reduce complexity and increase efficiency in the service process. The approach adopted in the concept of a public service mall is not only intended to facilitate access for the community, but also to build public trust in the government by providing faster, more transparent, and more responsive services to the needs of the community. Thus, MPP is an innovative solution that is expected to overcome various challenges in existing public services.



Figure 1 Management of MPP Surabaya City
 Source: Documentation of DPMPTSP Surabaya City

Starting conditions with initial conditions that include social, political, and economic contexts can affect the interaction between various stakeholders involved in the management of MPP. In this case, MPP managers consist of various agencies, such as the Investment and One-Stop Integrated Service Office, the Regional Financial and Asset Management Agency, and the Communication and Informatics Office, each of which has a specific role in creating an effective collaborative environment.

The involvement of the Investment and Integrated One-Stop Service Office as the coordinator of public service implementation shows an effort to create synergy between various agencies. This coordination is important to ensure that all stakeholders have the same understanding of the objectives and processes of public services. In this context, good starting conditions, such as political support and commitment from local governments, can increase the potential for successful collaboration between different agencies. In addition, the role of the Regional Finance and Asset Management Agency in maintaining the security and cleanliness of the MPP building also reflects the importance of social and economic factors in starting conditions. The existence of safe and clean facilities will increase public comfort in using public services. Thus, supportive starting conditions, such as adequate budget and support from the community, can strengthen collaboration between various agencies in managing the MPP.

The role of the Communication and Informatics Agency as an internet network provider and the Transportation Agency in organizing parking shows that the infrastructure aspect is also part of the starting condition that influences collaboration. Good infrastructure will facilitate interaction between stakeholders and the community, as well as increase service accessibility. Thus, positive starting conditions, which include infrastructure support, human resources, and political commitment, will greatly determine the success of collaboration in managing the Siola Surabaya MPP.

Theoretically, referring to the collaborative governance model explained by Ansell and Gash, collaboration in the starting condition of the Surabaya MPP is greatly influenced by the trust that has been built between various stakeholders, including the Surabaya City Government and the community. The success of the MPP does not only depend on the integration of services alone, but also on the support and commitment of all parties involved in the collaboration of public services in the Surabaya City MPP. In this context, collaboration is an important element that allows various agencies to work together to provide better services. Communities who feel involved in this process tend to be more trusting and actively participate, thus creating a conducive environment for sustainable collaboration.

The Public Service Mall (MPP) in Surabaya City is a real example of effective collaboration between various government agencies in providing public services that are more easily accessible to the public. In the MPP of Surabaya City, there are 23 central and regional agencies that collaborate to provide 1569 service products in one location. This collaboration not only reduces the complexity for the public who previously had to move around to take care of various administrative needs, but also creates a more integrated and efficient service system. With the synergy between agencies, the public can feel the ease in accessing the services they need without having to face complicated bureaucracy.



Figure 2 Agencies in the MPP of Surabaya City
 Source: Documentation of DPMPTSP Surabaya City

The Public Service Mall (MPP) in Surabaya City is a prominent example of the implementation of the Collaborative Governance model, where various government agencies collaborate to provide more efficient and integrated public services. In this context, the MPP combines various services from agencies such as the Investment and One-Stop Integrated Service Office, the Population and Civil Registration Office, and the Public Housing and Settlement Area Office. This collaboration not only increases the accessibility of services for the community, but also creates synergy between various stakeholders involved in the public service process.

One important aspect of Collaborative Governance is good coordination between the agencies involved. In the MPP, the role of the Investment and Integrated One-Stop Service Office as the coordinator of public service implementation is crucial. This coordination ensures that all agencies have the same understanding of the objectives and procedures of the service, thereby reducing overlapping services and increasing efficiency. With integrated management, the public can benefit from faster and easier services. In addition, the presence of various agencies such as the Regional Revenue Agency, Surabaya Police, and Surabaya District Court in the MPP shows that this collaboration covers various aspects of public services, from administration to law enforcement. This creates a single door for various services that may have previously been separate, so that the public does not need to move from place to place to get the services they need. Thus, the MPP functions as a comprehensive service center, which can increase public satisfaction with public services.

The Public Service Mall (MPP) in Surabaya City is an innovation in the provision of public services that integrates various service areas, such as licensing, population administration, and health services, in one location. By providing easy access to take care of documents such as ID cards, birth certificates, and business permits, MPP functions as an information center that helps the public understand and access public services. In addition, MPP also offers integrated online-based services, so that the public does not need to be confused by existing procedures, reducing bureaucracy, and increasing efficiency in services.

Collaboration between 23 agencies in MPP creates synergy that enables more efficient and effective services. Through this approach, MPP seeks to overcome obstacles often faced in public services, such as lack of coordination between agencies. For example, people who want to make changes to their population administration can directly hold a hearing at MPP without having to visit the District Court office separately. This shows the integration of services that makes it easier for people to meet their administrative needs and reduces the time and costs required to obtain services. The collaboration process in MPP can be analyzed through the Collaborative Governance model proposed by Ansell and Gash, which emphasizes the importance of starting conditions. In MPP, commitment from local governments and various agencies is one of the starting conditions that supports effective collaboration. MPP creates an integrated service ecosystem, where people can access almost 1569 service products in one location. Although challenges such as differences in organizational culture and agency commitment remain, efforts to build trust and effective communication between stakeholders are key to achieving common goals in improving the quality of public services.

2. Collaboration in facilitative leadership

Facilitative leadership is a crucial element in the collaborative governance model proposed by Ansell and Gash, which serves to create a collaborative environment between various stakeholders in public services. Facilitative leaders not only act as directors, but also as mediators who resolve differences and conflicts between the parties involved, encourage active participation and ensure that every voice is heard in decision-making. Important aspects of this leadership include effective communication, trust building, and conflict management. Leaders must create open and transparent communication channels, build trust by demonstrating commitment to shared goals, and manage conflict in a constructive manner. Thus, facilitative leadership focuses not only on the end result, but also on the inclusive and participatory collaborative process, which is essential to achieving the desired outcome.

Facilitative leadership in the Surabaya City Public Service Mall (MPP) plays a crucial role in building effective communication between government agencies and the community, by creating open communication channels that allow each stakeholder to express their opinions and concerns. This is important to build trust, which is one of the initial conditions in the collaborative governance model, so that collaboration can run more smoothly and responsively to community needs. In addition, facilitative leaders also function as mediators in managing conflicts that may arise, ensuring that the collaboration process runs smoothly and common goals can be achieved. In an interview with Mr. Yohanes Franklin, Head of the PTSP Coordinator Team at MPP, he emphasized the importance of bridging communication between agencies and holding regular meetings to encourage open dialogue, which ultimately creates synergy in public services and improves the quality of services to the community.



Figure 3 Coordination between stakeholders in the Surabaya City MPP
Source: Documentation of DPMPTSP Surabaya City

As shown in Figure 3, the harmonization and coordination process in the Surabaya City Public Service Mall (MPP) is carried out through open dialogue involving various stakeholders who work together in the Surabaya City MPP. In regular meetings, each agency representative conveys their views and input regarding the services they provide. For example, the Investment and One-Stop Integrated Service Agency (DPMPTSP) emphasizes the importance of information system integration to facilitate public access to services. This dialogue not only creates mutual understanding between agencies, but also helps in identifying problems faced by the community so that the proposed solutions can be more targeted and effective.

Open dialogue as shown in Figure 5.7 also serves as a platform to evaluate the performance of services that have been provided. Stakeholders can share experiences and challenges faced in carrying out their duties, as well as find ways to improve the quality of services. For example, representatives from the Population and Civil Registration Service highlighted the need for more transparent information delivery to the public. With close collaboration and good communication, the Surabaya City MPP can continue to adapt and innovate in providing better public services, thus meeting public expectations.



Figure 4 Awarding of awards to agencies with the largest number of applicants at the Surabaya City MPP
Source: Documentation of DPMPTSP Surabaya City

Facilitative leadership also emphasizes the importance of shared goals and rewards those who actively contribute, so that all stakeholders feel appreciated and motivated to continue collaborating in achieving shared goals. Facilitative leadership at the Surabaya City Public Service Mall (MPP) plays an important role in creating a collaborative environment that supports the achievement of shared goals. By emphasizing the importance of collective goals, leaders at MPP are able to direct the focus of all stakeholders to work together in providing the best service to the community. In this context, open and transparent communication is key, where each agency can convey their views and input. This not only increases the sense of ownership of the program being run, but also strengthens the commitment of each party to contribute actively.

One form of award given to the agency with the most applicants as shown in Figure 4 reflects recognition of the efforts and performance of each party. This award not only serves as motivation, but also as an indicator of success in public service. With the award, the agencies involved feel appreciated and motivated to improve the quality of their services. This creates healthy competition among agencies, which in turn can encourage innovation and continuous improvement in the service process.

Measuring the success of collaboration in public services at the Surabaya City Public Service Mall (MPP) is an important step to ensure that the services provided meet public expectations. One of the main indicators used is the level of public satisfaction with the services provided. Through customer satisfaction surveys conducted periodically, MPP can collect relevant data on the public's experience in using the service. This data not only provides an overview of how good the service is received, but also helps in identifying areas that need to be improved, so that MPP can continue to adapt and improve the quality of service.



Figure 5 Complaints about Services at the Surabaya City MPP
Source: Documentation of DPMPTSP Surabaya City

The effectiveness of collaboration between stakeholders is also an important indicator in measuring the success of public services in addition to the level of satisfaction. MPP leaders can assess how quickly and efficiently

services can be provided, as well as how well stakeholders can work together to solve the problems faced. For example, if there is a problem in the permit application process, good collaboration between related agencies can speed up the resolution of the problem. Thus, measuring the effectiveness of this collaboration does not only focus on the final result, but also on the process taken to achieve the result.

Community participation in collaboration to improve service quality is also very important. The people of Surabaya City can make a significant contribution through feedback submitted through various complaint channels provided by MPP. Complaint services such as call center officers, call center publications, TAKON SOBAT complaint services (WhatsApp), customer service, and suggestion boxes at several service points allow the public to convey their opinions and complaints directly. With this feedback, MPP can better understand the needs and expectations of the community, and make necessary improvements.



Figure 6 Complaints of Extortion at the MPP of Surabaya City
Source: Documentation of DPMPTSP Surabaya City

The people of Surabaya City have access to contact the Mayor's Contact as shown in Figure 6 as one of the channels to submit complaints related to extortion (pungli) in services at the Public Service Mall (MPP). This shows the city government's commitment to creating transparency and accountability in public services. With this channel, the public can report extortion practices that may occur, so that the government can immediately take the necessary actions to address the problem. This also functions as a monitoring mechanism that involves active community participation in maintaining the integrity of public services.

Through the Mayor's Contact, the public can not only convey complaints, but also provide constructive input for service improvements. With feedback from the public, MPP can better understand the challenges faced by residents in the service process. This is important to improve the

quality of service and ensure that each individual is treated fairly and in accordance with applicable provisions. In addition, public involvement in reporting extortion can strengthen public trust in the government and increase a sense of ownership of existing programs.

The importance of the complaint channel for services at the Surabaya City MPP lies in the ease of access provided to the public. By using communication technology, the public can quickly and efficiently report their complaints without having to come directly to the office. This reflects the government's efforts to utilize technology to improve public services and facilitate interaction between the government and the public. Thus, the Mayor's Contact becomes an effective tool in creating a cleaner service environment free from extortion practices.

Overall, the existence of the Mayor's Contact as a channel for complaints about extortion in the Surabaya MPP is a positive step in improving the quality of public services. This not only provides space for the community to speak up, but also encourages the government to be more responsive to the needs and complaints of the community. Thus, collaboration between the government and the community in overcoming the problem of extortion can create better and more reliable public services. Measuring the success of collaboration in public services in the Surabaya City MPP does not only depend on quantitative indicators such as satisfaction levels, but also on the active participation of the community in providing feedback. By integrating input from the community and encouraging effective collaboration between stakeholders, the MPP can create more responsive and quality public services. This in turn will increase public trust in the government and strengthen the relationship between the government and citizens.

3. Collaboration in Institutional design

Institutional design in the Collaborative Governance Model proposed by Ansell and Gash refers to the structures and mechanisms built to facilitate collaboration between various stakeholders in the provision of public services. This design includes formal and informal arrangements that regulate interactions between parties, as well as decision-making processes that involve all relevant stakeholders. In this context, institutional design serves as a framework that enables effective and efficient collaboration, and creates space for dialogue and negotiation between parties with different interests.

Institutional design in multi-stakeholder collaboration at the Surabaya City Public Service Mall (MPP) is a real example of how various government institutions can work together to improve the quality of public services. The organizational structure formed to support public service collaboration at the Surabaya City Public Service Mall (MPP) is designed to create efficiency and effectiveness in delivering services to the public. MPP integrates 23 central and regional agencies in one building, allowing various public services to be accessed simultaneously by the public. In this structure, there is a main manager who is responsible for the operation of MPP, as well as

representatives from each agency who function as service coordinators. This ensures that each agency has a clear role and can collaborate directly in providing the services needed by the community.

Table 1 Number of agencies and services in MPP Surabaya

NAMA LAYANAN	JUMLAH LAYANAN
BADAN PERTANAHAN 1	1
BADAN PERTANAHAN 2	1
PDAM	2
OTORITAS BANDARA UDARA WIL. III	5
PENGADILAN AGAMA	4
PENGADILAN NEGERI	4
BPJS KESEHATAN	7
BPJS KETENAGA KERJAAN	2
POLRESTABES SURABAYA	3
BNN KOTA SURABAYA	2
BNN PROPINSI JATIM	2
PT POS INDONESIA	5
KEJAKSAAN NEGERI	7
KEJAKSAAN TANJUNG PERAK	5
DIREKTORAT JENDERAL PAJAK	4
DISPERINAKER	1
DLH	4
DISHUB	1
DPRKPP	1
BAPENDA	7
DISPENDUKAPIL	71
DPMPTSP	1428
BPBJAP Kota Surabaya	2
23 INSTANSI	1569 LAYANAN

Source: Author's documentation

The working mechanism between agencies in MPP is regulated through systematic and standardized procedures. Each agency is required to follow the established workflow, which includes stages from submitting an application to completing the service. This process involves the use of an integrated information system, so that data and information can be accessed in real time by all agencies involved. With a good information system, collaboration between agencies becomes easier and more transparent, and reduces the possibility of errors or duplication in services.

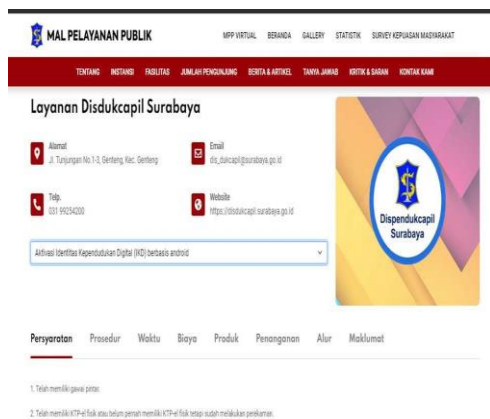


Figure 7 Service Standards at MPP Surabaya City
Source: Documentation of DPMPTSP Surabaya City

The working mechanism between agencies in the Surabaya City Public Service Mall (MPP) is designed to ensure efficiency and effectiveness in providing services to the public. Each agency involved is required to follow systematic and standardized procedures, from submitting an application to completing the service. This procedure not only makes it easier for the public to access services, but also ensures that every step in the service process is

carried out with transparency and accountability. With a clear workflow, the public can understand the stages that must be passed, thereby reducing the potential for confusion and increasing user satisfaction. In addition, this standard procedure also functions as a monitoring tool to ensure that all agencies comply with the provisions that have been set. Periodic evaluation of service performance and feedback from the public are an integral part of this process, allowing the MPP to make continuous improvements. Thus, a standardized working mechanism not only improves the quality of service, but also strengthens public trust in the government in providing quality public services.

The basic rules applied in the process of public service collaboration at the Surabaya City Public Service Mall (MPP) focus on clear and structured arrangements between various government agencies. Each agency has specific roles and responsibilities, which are regulated in a collaborative framework. For example, the Population and Civil Registration Service collaborates with the District Court to facilitate changes in population administration, such as corrections to civil registration certificates. In this case, the public can directly conduct trials at the MPP without having to go to the District Court office, which shows that there are arrangements that facilitate access to services for the public. This shows how good institutional design can speed up the service process and increase public satisfaction.

4. Collaboration Process

The Collaborative Governance Model developed by Ansell and Gash explains the important stages in the process of collaboration between various stakeholders in decision-making and public service delivery. These stages include key elements such as face-to-face dialogue, trust-building, commitment to the process, shared understanding, and interim outcomes. Each element has a significant role in creating effective and sustainable collaboration, where face-to-face dialogue serves as a means to build open and transparent communication, which is essential to creating trust among stakeholders.

This collaborative process involves various actors from the public, private and civil society sectors working together to achieve a common goal. At each stage, it is important for all parties to commit to the process and understand their respective roles and responsibilities. In this way, potential conflicts can be minimized and the effectiveness of the collaboration can be increased. Identifying problems, developing solutions, and implementing and evaluating policies or programs are integral parts of this process.

The success of collaboration depends heavily on the ability of stakeholders to build trust and mutual respect. The process of building trust is crucial, as high trust will facilitate better communication and strengthen commitment to common goals. In addition, interim results need to be evaluated periodically so that all parties can assess progress and make necessary adjustments. Thus, the Collaborative Governance Model does not

only focus on the final result, but also on the dynamics of interaction between actors involved in the collaboration process.

a. Face to face dialogue

Face-to-face dialogue in the collaboration process at the Surabaya City Public Service Mall (MPP) plays a very important role in building open and transparent communication between various stakeholders. Through this direct interaction, actors—including government agencies, the community, and the private sector—can get to know each other and understand each other's perspectives. This allows them to discuss the goals and expectations they want to achieve in the provision of public services, as well as to address potential conflicts and differences of opinion constructively.

The face-to-face dialogue process also serves as a platform to discuss technical issues related to the layout and design of services in the MPP. Regular meetings allow stakeholders to propose improvements and innovations that can improve service efficiency. For example, discussions on the division of the floor plan or layout of service counters can be conducted in a two-way manner, where each party can provide relevant input. The collaborative atmosphere created by this dialogue encourages active participation and commitment from all parties involved. In addition, face-to-face dialogue also contributes to the process of building trust among stakeholders. High trust will facilitate better communication and strengthen commitment to common goals. Periodic evaluation and feedback in this dialogue allow all parties to assess the progress that has been achieved and make adjustments if necessary. Thus, face-to-face dialogue is not only the initial step, but also a strong foundation for successful collaboration in public services in the MPP of Surabaya City.

b. Building trust

Building trust in the collaboration process in the Surabaya City Public Service Mall (MPP) is a very important aspect to ensure the effectiveness and sustainability of the services provided. Trust between various stakeholders—including government agencies, the community, and the private sector—is a strong foundation for successful collaboration. In the context of MPP, this trust can be built through transparency in the service process, open communication, and a commitment to fulfilling each party's promises and responsibilities.

The face-to-face dialogue process conducted in the MPP serves as a means to discuss expectations and challenges, thereby creating a better understanding among actors. By addressing potential conflicts constructively, trust can be built and commitment to the collaborative process strengthened. Periodic evaluation and feedback in this dialogue allows all parties to assess the progress made and make adjustments if necessary.

High trust will facilitate better communication and strengthen commitment to common goals. In MPP, where various agencies work together to provide integrated services, it is important for each party to respect each other's roles. With trust, stakeholders will be more likely to share information and resources, which in turn will improve the quality of public services. Overall, building trust in public service collaboration in MPP Surabaya City is a strategic step to improve the effectiveness and sustainability of public services provided to the community. The success of this collaboration is highly dependent on the ability of stakeholders to respect and understand each other's roles in achieving common goals.

Proposed Collaborative Model of Cross Stakeholders Consensus Design at DPMPTSP Surabaya City

Considering the description and analysis of the research results, this study recommends a concept of a collaborative governance model, namely "collaborative models of cross stakeholder consensus". Collaborative models of cross stakeholder consensus or cross-actor consensus collaboration models are collaboration models that emphasize the involvement and active participation of each collaborating actor, both within and outside the organization, with an emphasis on commitment and consensus. Commitment and consensus are intended as efforts to guarantee and maintain the achievement of collaboration goals against agreements or plans that have been agreed upon at the beginning of the collaboration. collaborative models of cross stakeholder consensus as a development of the collaborative governance model proposed by Anshell and Gash (2007).

In MPP Surabaya, the implementation of this model can be seen through the integration of 23 government agencies working together in one location. Each agency has a clear and defined role, thus facilitating coordination and collaboration in providing services to the community. In this context, the commitment of each actor to collaborate and achieve common goals is very important. For example, when the Population and Civil Registration Service collaborates with the District Court to facilitate the population administration process, they must agree on the procedures and allocation of resources needed to achieve service efficiency. Consensus is also key in overcoming differences of interest that may arise between stakeholders. In MPP, differences in procedures and priorities between agencies can lead to conflict. Therefore, it is important for all parties to engage in open dialogue and seek solutions that are acceptable to all. By building trust and good communication, MPP can create an environment that supports effective collaboration and is responsive to community needs.

Collaborative models of cross stakeholder consensus can be an effective tool to enhance multi-stakeholder collaboration in MPP Surabaya. By emphasizing active involvement, commitment, and consensus, this model will not only improve the quality of public services, but also strengthen the relationship between the government and the community, and create a mutually supportive ecosystem in achieving common goals.

One important aspect of the model also lies in community participation in providing feedback on the services received. In MPP Surabaya, the community has the opportunity to convey their opinions and experiences through the Community Satisfaction Survey (SKM). SKM functions as a communication channel that allows the community to provide direct input to related agencies. Thus, the community is not only a recipient of services, but also plays an active role in the process of evaluating and improving public services. Community participation through SKM is very important in improving the quality of services in MPP. Feedback received from the community can be used to identify problems, evaluate the effectiveness of services, and formulate better solutions. This is in line with the principles of collaborative governance which emphasize the importance of dialogue and open communication between all stakeholders. By involving the community in this process, MPP can create a sense of ownership and responsibility among the community for the public services provided.

Collaborative models of cross stakeholder consensus by combining the collaborative governance theory by Ansall and Gash (2007) with the institutional collaboration model in the MPP of Surabaya City, it can be seen in the following image.

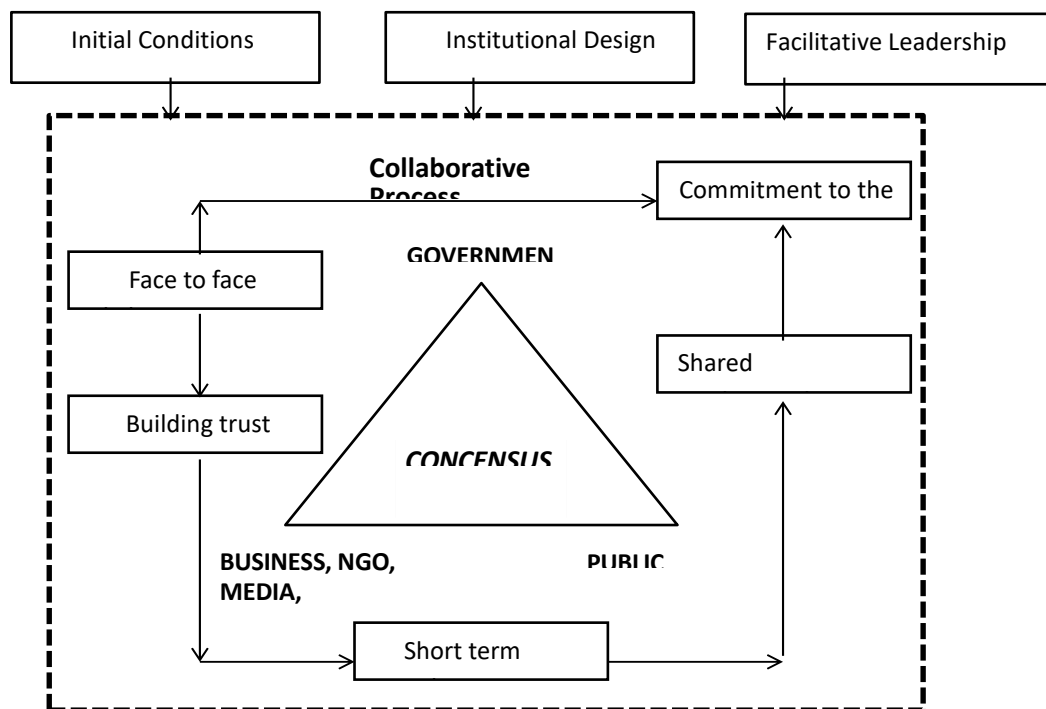


Figure 8 Cross-actor consensus collaborative model in MPP
 Source: Author's analysis results

stakeholders consisting of the Surabaya City Government, Business, NGOs and Community. The collaboration is structured from initial conditions, institutional design, facilitative leadership, and collaboration processes. The main dimensions of the collaboration process, there are (6) parts, namely: face-to-face dialogue, building trust, commitment to the process, shared understanding, short-term results, and consensus. The cross-actor consensus collaborative models scheme presented above illustrates the existence of

consensus of each actor, individual or group, both in each collaborative process criteria and the relationship between the entire collaborative process. The actor consensus is in the middle and becomes the glue or binder of all other dimensions. The collaborative process in the Cross-actor consensus collaborative model has 6 (six) dimensions, consisting of 5 (five) dimensions that have been put forward in the Anshell and Gash model, namely; face-to-face dialogue, building trust, commitment to the process, shared understanding, short-term results (intermediate outcomes), and 1 (one) dimension which is a development of the model, namely stakeholder consensus.

CONCLUSION AND RECOMMENDATIONS

From the analysis of research results on Collaborative Governance of Public Service Provision in Public Service Malls in the Framework of Improving the Quality of Public Services in the City of Surabaya, then it can be concluded that; Collaboration between stakeholders in the implementation of public services through the Public Service Mall (MPP) in Surabaya City has shown that the collaboration process between stakeholders is very much in line with the framework proposed by Ansell and Gash. First, in terms of Starting Condition, the study shows that MPP has succeeded in creating trust and commitment among the 23 government agencies involved, which are important factors in starting effective collaboration. The existence of this trust allows stakeholders to work together to achieve common goals. Second, Facilitative Leadership plays a crucial role in the collaboration process. The leader of MPP, Mr. Yohanes Franklin, serves as a liaison who creates an atmosphere of open dialogue and mutual trust among stakeholders. This effective leadership not only organizes and coordinates, but also encourages active participation from all parties, which is a key element in the Ansell and Gash model. Third, in terms of Institutional Design, MPP has a clear structure with well-defined roles and responsibilities. This ensures that each agency can collaborate directly and efficiently in providing services to the community. This adaptive institutional design supports better interaction between institutions and increases the effectiveness of public services. Fourth, in the context of the Collaborative Process, research shows that ongoing interaction between stakeholders through discussion forums and face-to-face dialogues has strengthened relationships between parties. This collaborative process not only increases transparency but also builds deeper trust among stakeholders, which is an important condition for achieving the desired collaborative outcomes.

ADVANCED RESEARCH

Future research on collaborative governance in public service delivery should explore the scalability and adaptability of the "Collaborative Models of Cross-Stakeholders Consensus" in diverse urban settings, assessing its long-term impact on institutional efficiency and citizen satisfaction. Employing a mixed-method approach—combining qualitative case studies with quantitative performance metrics—can provide deeper insights into how institutional design, leadership dynamics, and stakeholder interactions shape collaborative success.

Additionally, leveraging digital governance tools such as e-participation platforms, AI-driven service optimization, and blockchain for transparency can enhance accountability and streamline coordination. Comparative analyses with international public service models could further refine best practices, ensuring that collaborative governance frameworks remain resilient, inclusive, and responsive to evolving socio-political landscapes.

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