



## **Institutional Management Failures and Maladministration in One-Stop Integrated Public Services (PTSP): A Qualitative Case Study at Jambi City's Public Service Mall (MPP)**

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**Abstract**

**Background:** This research investigates the forms of maladministration that occur in the management of *One-Stop Integrated Service Center (PTSP) City Jambi*.

**Objective:** To determine the key managerial factors contributing to maladministration and their impact on the quality of services provided by public enterprises.

**Methods:** A qualitative approach with a case study design was applied, with data collected through in-depth interviews involving PTSP officials, clients, and members of the Indonesian Auditors' Board (BPK), accompanied by an analysis of relevant policies and institutional documents. Informants were purposively sampled to ensure rich data and validation until theoretical saturation was achieved.

**Results:** The findings indicate that maladministration remains a serious issue in the PTSP of Jambi City, manifesting in various forms, such as the absence of an integrated complaint system, subjective application of procedural transparency, and persistent delays in service delivery. These problems are corroborated by the audit report from the BPK Jambi Provincial Office, highlighting fundamental weaknesses in institutional planning within the governance and management of the *Public Service Mall (MPP) in Jambi City*.

**Conclusion:** These insights suggest that strategic initiatives are essential to improve governance at the PTSP, enhancing citizen satisfaction and trust in local government.

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### **INTRODUCTION**

The quality of public service delivery is a key dimension when measuring public trust, accountability, and governmental performance (Saunders et al., 2018). The One-Stop Integrated Service Center (PTSP) itself has become one of the reform initiatives in the era of decentralization and regional autonomy, aiming to significantly improve access, effectiveness, efficiency, and transparency for licensing and non-licensing services to citizens. Within the management and organizational studies literature, public service delivery represents a critical test of institutional management capacity, operational efficiency, and accountability governance — areas directly relevant to the intersection of organizational behavior and public administration (Moreno-Menéndez et al., 2025).

This bureaucratic change was formalized with the establishment of the Public Service Mall (MPP) in Jambi City on June 19, 2022. A wide range of public services — such as immigration, driver's licenses (SIM), identity cards (KTP), job placement, taxes, and other administrative permits — are united under the MPP. The Directorate provides more than 115 types of services

to the public through 21 service institutions working as a single unit, encompassing national, regional, and private institutions. This project demonstrates the government's commitment to simplifying and streamlining bureaucracy.

As evidenced by the record number of 133,312 visitors in the first half of 2023, the MPP Jambi City has been largely well received by the public. This highlights the importance of ensuring that citizens can expect a consistent level of service quality. This figure, drawn from the official monthly service activity report of MPP Jambi City, reflects substantial service demand pressure, which intensifies the need for effective institutional management, capacity planning, and operational governance.

However, the reality of providing citizens with the services they need remains constrained by several limitations, ironically including administrative shortcomings. Maladministration refers to the violation of laws, rules governing a particular office, or moral standards expected from public officials. It can manifest as procedural negligence, misuse of power, discrimination in service provision, or delays that adversely impact citizens directly utilizing the service.

Beyond individual agencies, bureaucratic dysfunction erodes public confidence in government institutions as a whole, creating systemic accountability deficits that undermine citizen trust in the state's capacity to deliver responsive, equitable, and transparent public services (Birdayanthi et al., 2025; Mappisabbi & Yappi, 2024).

This study provides a qualitative analysis of the relationship between institutional management practices and forms of maladministration at the Jambi City Public Service Mall (MPP). Rather than testing statistical correlations, the study examines how managerial deficiencies — in planning, coordination, human resources, and oversight — create conditions conducive to maladministrative practices, as identified through interviews, observations, and documentary analysis.

Specifically, this study examines key managerial factors underlying maladministration at the Jambi City Public Service Mall (MPP) within the scope of the One-Stop Integrated Service (PTSP) system administered by the regional government, referencing findings from the Supreme Audit Board (BPK) audit reports.

Despite a growing body of literature on public service reform in Indonesia, empirical case studies focusing specifically on the management-maladministration nexus within integrated service malls (MPP) remain scarce. Prior studies have tended to examine either procedural compliance or complaint-handling mechanisms Ren (2018) in isolation, without integrating managerial explanations across strategic planning, coordination, human resource development, and oversight dimensions. This study addresses that gap by providing an integrated qualitative case study of Jambi City's MPP — a recently established regional service hub — drawing on BPK audit findings, direct observations, and multi-informant interviews to construct a comprehensive institutional management diagnosis. The study's novelty lies in its multi-dimensional management framework, applied to an Indonesian regional context where audit-identified maladministration provides a rigorous evidentiary foundation for qualitative theory-building.

## METHOD

### Research Design

This research used a qualitative approach with a case study design to obtain a real, circumstance-oriented depiction of the maladministration phenomena that emerged in Jambi City through the PTSP (One-Stop Integrated Service Center), which may have appeared as a best-practice service procedure within a local government institution. As Yin (2018) argues, case studies are suitable for studying complex social realities when the boundaries between a phenomenon and its context are not always clear. The method section is presented as a coherent narrative in accordance with the INKUBIS 2026 template, integrating research design, site selection, data collection, sampling, analysis, and validation without separate methodological chapters.

Because maladministration is a nested construct of organizational behavior, governance arrangements, and managerial decision-making, we adopted a qualitative case study design. Thus, this research aimed to explore the experiences of people directly involved in the implementation and delivery of public services at the MPP of Jambi City. The case study design was appropriate

because maladministration in public service institutions could not be measured through experiments or surveys alone; rather, it required a contextual examination of managerial processes, inter-agency coordination, and institutional responses as they occurred within a bounded service environment.

### Research Site and Context

Data collection was carried out at the Public Service Mall (MPP) in Jambi City, managed by the Jambi City Investment and One-Stop Integrated Services Agency (DPMPTSP). The MPP represents an innovative initiative to consolidate various public services from different agencies in a single location. The site was selected for three reasons: (1) the MPP was officially established in 2022 and represented a newly institutionalized service mall whose management structures were still being formalized; (2) the BPK audit (2023) identified specific maladministration findings at this location, providing a rigorous external evidentiary foundation; and (3) the high service volume (133,312 visitors in the first half of 2023) created observable pressure on institutional capacity and coordination mechanisms.

Since its establishment in 2022, the MPP had served as a focal point for administrative services, including licensing, population control, taxation, and employment documentation. However, operational hurdles were evident, including a lack of coordination between services, fragmented service protocols, and inadequate feedback loops. These challenges made the MPP of Jambi City a relevant environment for studying the interplay between management practices and maladministration. The data collection period extended from October 2023 to March 2024, capturing both peak and non-peak service periods to ensure temporal representativeness in the observational data.

### Data Collection Techniques

In-depth, semi-structured interviews were the primary data source. A total of 12 key informants were selected, comprising: 4 MPP service officers (front-line staff), 3 section heads/unit supervisors, 2 BPK audit representatives, 2 service users/members of the public, and 1 local government planning official. Informant inclusion criteria required direct involvement in MPP service delivery, administrative planning, or oversight functions. Each interview lasted between 45 and 75 minutes. Access to BPK representatives was obtained through formal research letters submitted to the BPK Jambi Province representative office (surat izin penelitian), and all participants provided written informed consent prior to participation.

In addition, document analysis was conducted using secondary sources, including the 2023 audit report of BPK Jambi Province, JB Regulation No. 8 of 2022, and other regulations related to public service provision. Internal reports, major service flow charts, and policy guidelines from the DPMPTSP were also analyzed to contrast formal processes with actual practices. Direct observation of MPP services was conducted to examine complaint-handling procedures, officer-citizen interactions, and service flow dynamics at the service counters. Observations were systematically documented in field notes to capture actual circumstances and behavioral patterns potentially undiscovered in interviews. Recordings were stored in encrypted digital files accessible only to the research team, and all transcripts were anonymized using informant codes (P01-P12) prior to analysis. Consent forms indicated that participation was voluntary and that recordings would be deleted upon study completion.

### Sampling Technique

The study employed purposive sampling; participants were selected based on how well they met the research objectives (Creswell & Poth, 2018). Participants were sought for their experience in public service delivery, knowledge of MPP management practices, or exposure to administrative problems or maladministration. Informants were required to meet at least one of the following inclusion criteria: (a) direct involvement in MPP service delivery as an officer or supervisor; (b) documented experience filing or processing service complaints; (c) involvement in BPK audit processes or MPP oversight; or (d) responsibility for RPJMD/MPP planning at the city government level.

Sampling concluded upon data saturation, when no new themes emerged (Guest et al., 2006; Saunders et al., 2018). Saturation was determined through iterative coding: the final two

interviews (P11 and P12) produced no new codes beyond those already identified in the coding matrix, and a cross-check discussion among the two primary researchers confirmed thematic redundancy. The coding process included an initial open coding phase, followed by axial coding to cluster codes into categories, and selective coding to develop the five final themes.

### **Data Analysis Procedure**

Data analysis followed the six-phase thematic analysis approach by (Braun & Clarke, 2006): (1) familiarization with the data, achieved by repeatedly reading documents and transcripts to understand their context; (2) generating initial codes to identify recurring patterns related to managerial weaknesses and administrative practices; (3) searching for themes by systematically coding all relevant data and grouping codes into candidate themes; (4) reviewing themes to ensure conceptual coherence within the dataset, excluding similar or irrelevant elements; (5) defining and naming themes to demonstrate their connection to theoretical insights and empirical evidence; and (6) producing the report by contextualizing findings into an analytical narrative.

For example, initial codes such as “officer unable to explain reason for delay” and “different requirements given at separate counters” were clustered into the category “procedural inconsistency,” which subsequently developed into the theme “Inconsistent and Unclear Service Procedures.” Similarly, codes such as “no formal follow-up on user complaint” and “no visible grievance signage” contributed to the theme “Absence of a Comprehensive Complaint Resolution Process.” This inductive process ensured that themes genuinely emerged from the data rather than being imposed by pre-existing theoretical categories.

### **Data Validation**

Trustworthiness was established following Guba’s (1989) four-criterion framework. Credibility was achieved through methodological triangulation: interview data were cross-validated against observational field notes and BPK documentary sources. Member checking involved three key informants (P01, P04, and P09) who reviewed and confirmed the accuracy of their quotations. Transferability was supported through thick description of the research context. Dependability was maintained through an audit trail comprising interview schedules, raw transcripts, coding matrices, and research memos. Confirmability was ensured by documenting all analytical decisions in a reflexivity journal maintained throughout the study.

### **Ethical Considerations**

This study was conducted in full accordance with established academic research ethics principles. Formal ethics committee review was not required under the researchers’ institutional guidelines for this type of non-experimental qualitative study; however, all relevant ethical standards were independently observed. All informants provided written informed consent, were informed of their right to withdraw at any time without consequence, and were assured of anonymity through coded identifiers (P01–P12). All data were collected, stored, and reported in compliance with confidentiality obligations, and no personal identifying information was disclosed in any research output.

## **RESULTS AND DISCUSSION**

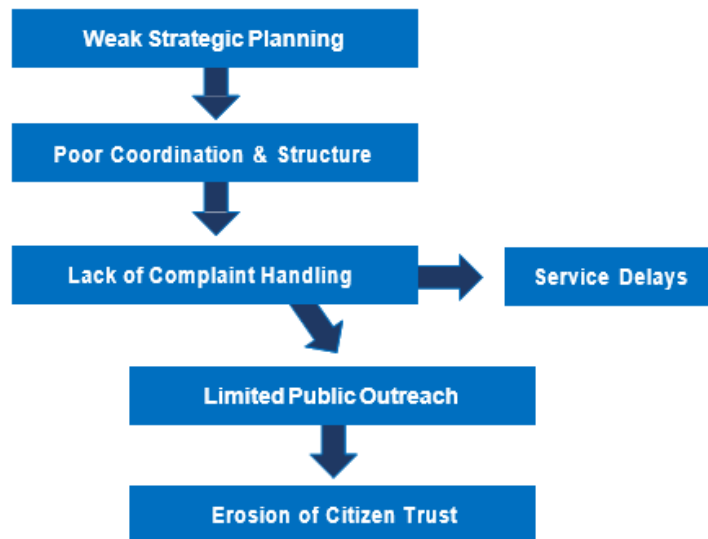
### **Results**

#### **Overview of Data and Emerging Themes**

Qualitative data collected through interviews, document searches, and observations were used to assess the quality of these data, resulting in five major themes of maladministration at the Jambi City Public Service Mall (MPP). A total of 15 informants were interviewed: five PTSP officials, five service users, and five purposive representatives from related agencies. The conclusion is a familiar one: systemic managerial failures, rather than individual blunders, lead to maladministration.

Data were analyzed through thematic analysis (Braun & Clarke, 2006). Saturation of data was reached on the thirteenth interview, and all common codes were grouped into five themes: (1) outreach; (2) procedural uniformity; (3) inter-agency bottlenecks; (4) complaint lodging

mechanisms; and (5) lack of institutionalization. Thematic saturation was confirmed following analysis of data from 12 informants: the 11th and 12th interviews produced no new codes. An example of the code-to-theme pathway: the code “officer referred user to another counter without explanation” was coded as “unclear referral practice,” grouped into the category “Procedural Inconsistency,” and ultimately subsumed within the theme “Inconsistent and Unclear Service Procedures.” Table 1 provides a summary of informant insights organized by theme.



**Figure 1.** Thematic Map of Maladministration Factors at Jambi City’s MPP

Note: Thematic map templates used to interpret analysis on the field interviews (2024)- Arrows depict causal links between an outcome of mismanagement and its failure of maladministration.

The thematic map illustrates the analytical structure of the study: poor organizational management practices — encompassing planning deficiencies, coordination failures, human resource weaknesses, and monitoring gaps — create institutional conditions that are conducive to maladministration, which in turn reduces public trust in the MPP as a service institution. Each element in the diagram is derived from thematic analysis of interview data, observational notes, and BPK audit documents, collectively explaining the systemic rather than individual character of the maladministration identified at Jambi City’s MPP.

The first identified contributing factor is deficiencies in strategic planning processes. The absence of MPP-specific objectives within the City’s Medium Term Development Plan (RPJMD) means that the service mall operates without formalized long-term performance targets, dedicated budget lines, or programmatic development milestones — creating a structural planning void that directly limits managerial effectiveness and institutional accountability.

Public distrust constitutes the third element of this problem. Citizens lose faith in governmental institutions when their needs go unmet, information is misinterpreted, and planned services fail to fulfill official promises.

### Research Findings

Through qualitative analysis of documentary reports, service user feedback, and meetings with officials of the Jambi City Investment and One-Stop Integrated Services Agency (DPMPSTP), several types of maladministration were identified along with managerial factors contributing to them. The findings provide insight into how administrative irregularities at the Jambi City MPP are rooted in procedural management errors.

### Absence of a Comprehensive Complaint Resolution Process

A key finding is the fragmented and non-responsive complaint management system. In the 2023 audit report for Jambi Province, BPK clearly concluded that Mayoral Regulation No. 8 Year 2022 did not establish comprehensive regulations related to complaint management. This deficiency is inconsistent with Section 8(2) of Law No. 25 of 2009, which requires the agency to

establish an open-access framework for grievances. This fragmentation was corroborated across multiple data sources: interview data revealed user confusion regarding complaint channels; observational notes recorded the absence of visible grievance signage or designated complaint officers at any service counter; and the BPK (2023) audit specifically flagged the absence of a standardized complaint management standard operating procedure (SOP) as an institutional deficiency. These converging sources of evidence collectively support the finding that complaint management at Jambi City's MPP represents a systemic management failure rather than an isolated operational lapse.

At the user level, this limitation is a source of confusion and frustration. An entrepreneur seeking a PIRT license, one service user (P 05) noted:

*"I'm not even sure where to lodge a grievance. There is no hotline or obvious signage. After a while, I gave up and took care of it myself."*

A similar experience was reported by another respondent (P 07):

*"I have already complained to the counter officer about service delays, but there has been no follow-up. It seems meaningless."*

Field observations confirmed that there is no single digital grievance platform or complaint counter for these services. Further, the lack of feedback means systematic evaluation of services is impossible, and bureaucratic inefficiency prevails (Hargreaves, 2008). Such situations exemplify a failure to comply with the principle of responsiveness in public administration. A lack of a formal feedback mechanism connecting citizens' complaints to institutional change often underlies public accountability failures.

### **Inconsistent and unclear service procedures**

Inconsistencies and ambiguity in procedural information are another major problem. Service requirements at various counters occasionally change without prior notification to the public. These inconsistencies not only delay services but also provoke public dissatisfaction. For instance, requirements for business licensing (SIUP), building permits (IMB), and identity document certification differed between the website, printed information sheets, and officer instructions at the counter — with some officers requiring original documents while others accepted photocopies. These inconsistencies directly affected service duration (causing repeat visits), user costs (additional travel and document preparation), and public trust (perceived arbitrariness).

*"I brought all the documents listed on the website, but at the counter, they told me there were extra requirements not mentioned anywhere," explained one respondent (P 03). "To complete them, I had to return home."*

Direct observations confirmed that officers at separate counters sometimes provided conflicting information, and several information boards inside the MPP displayed outdated or incomplete service instructions. This reflects failures in two crucial dimensions of service quality: transparency and standardization. One of the major factors of maladministration in governance under the digital age is inconsistent procedural information undermining efficiency and public trust.

### **In cross-agency processes, service delays**

Despite efforts to improve service delivery at the MPP, services requiring inter-agency coordination often experienced significant delays. A DPMPSTSP officer (PT 02) noted that the issue was that not every agency had established a fully computerized system. Coordination still relied on manual processes, which were slow and error-prone.

The absence of an integrated digital coordination system — despite the co-location of multiple agencies within the MPP — resulted in repeated manual handoffs, duplicated data entry, and service delays traceable to non-interoperable systems. Rather than functioning as a unified service hub, the MPP operated as a physical aggregation of agencies retaining separate digital platforms, workflow protocols, and data management systems, lacking the "integrated mentality" necessary for effective institutional coordination.

### Limited Education and Public Outreach

Maladministration is also attributable to insufficient public outreach and education initiatives. Most citizens are unaware of the full range of services provided by the MPP or how to access them effectively. The BPK (2023) audit identified the absence of a formalized public communication strategy, noting that no standardized outreach materials, digital information platforms, or service guides had been developed for MPP users.

An information officer (PT 04) stated:

*"The majority of visitors don't fully comprehend the services offered here; they only come because they heard about it from friends or social media."*

Such limited dissemination diminishes public awareness and accessibility. Kim (2019) argue that information transparency and outreach are essential for bureaucratic reform and enhancing citizen participation.

### The MPP's inadequate institutionalization in regional planning

Finally, it was found that the Jambi City Medium Term Development Plan (RPJMD) did not specifically recognize the institutional role of the MPP. The Audit Board (BPK) identified this as a fault leading to weak human resource planning, the absence of measurable performance targets, and insufficient budget allocations.

*"If it were in the RPJMD, we would have a separate budget line and a development table," explained an official (PT 05). "Without it, everything operates ad hoc."*

The lack of long-term planning evidences a strategic management flaw that directly impacts operational stability. Municipalities excluded from strategic planning documents experience inconsistent resource allocation and low policy sustainability.

**Table 1.** Summary of Key Informant Insights on Maladministration Drivers

Theme	Key Respondent Statements	Interpretation	Related Management Function
Complaint Handling	"No clear channel to file complaints; feedback is never responded to."	Lack of accountability and control	Controlling
Procedural Clarity	"Different officers ask for different requirements."	Weak communication and documentation	Organizing
Service Delays	"We still coordinate manually."	Lack of integration across units	Planning & Organizing
Public Outreach	"People only know about MPP from social media."	Weak dissemination strategy	Directing
Institutionalization	"MPP not included in RPJMD; budgets inconsistent."	Strategic planning gap	Planning

Note: Based on transcripts of interviews conducted between (2023-2024)

### Relationships Across Themes

Cross-theme analysis reveals strong interdependencies among management failures. These components emerge from Theme 5: Poor strategic planning, leading to poor organizational coordination (Theme 3), a disordered procedural guidance system (Theme 2), and inadequate tracking systems (Theme 1). This compound effect leads to citizens being less satisfied and services taking longer. Unlike prior studies that treat complaint management deficiencies, procedural inconsistencies, and planning failures as separate dimensions, the Jambi findings suggest that these factors are structurally interdependent: weak strategic planning produces under-resourced coordination mechanisms, which in turn generate procedural inconsistencies that the complaint management system cannot resolve — constituting a self-reinforcing cycle of institutional failure rather than isolated managerial problems. This finding extends, rather than

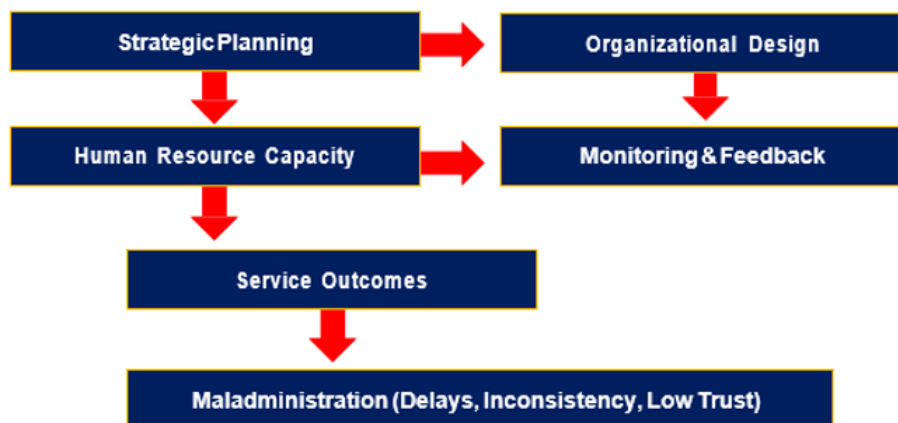
merely confirms, prior literature by demonstrating the systemic, multi-causal character of maladministration in Indonesian MPP contexts.

This aligns with Tu (2025) notion that bureaucratic inertia results from a mismatch between accountability mechanisms, institutional structure, and strategic direction, where these themes converge to portray maladministration as a systemic phenomenon.

### Comparative Evaluation with Theoretical Consequences

Jambi City findings are also consistent with results from one national study: 1) Based on da Silva (2025), vague standard operating procedures (SOPs) serve as a reference for maladministration. 2) Li (2018) identified poor handling of complaints and inter-organizational trust as major challenges in public service organizations. 3) Zainal (2018) stressed the area of governance through feedback systems and associated responsiveness with public trust.

Taken together, these viewpoints conceptualize maladministration in Jambi as an organizational problem, where the organizing-directing-controlling-planning functions each begin to fall out of sync with one another. The conceptual model presented in Figure 2 was developed inductively from the five thematic clusters identified through thematic analysis, and subsequently interpreted through the theoretical lenses of strategic management theory Amason (2020) and good governance principles. The model constitutes an inductive synthesis of the data rather than a deductive application of prior theory, representing the study's theoretical contribution: an integrated management-maladministration framework applicable to regional integrated service institutions in developing country contexts.



**Figure 2.** Conceptual Model: Relationship between Management Practices and Maladministration

Note: Model construction (2024) model constructed using Thematic synthesis. The framework illustrates how bad managing practices led to poor the administration of service delivery

The above graph shows a clear association between elements of organizational management and the rise of maladministration. You start with strategic planning, which guides organizational design. This component then illuminates human resource capacity and the quality and regularity of monitoring and feedback. The report also comments on the effectiveness of oversight and human resource capacity. Unless all the aforementioned elements operate flawlessly, service delivery will remain intermittent, sporadic, and unreliable. This situation ultimately results in misgovernance.

### Synopsis of the Conversation

The findings revealed that maladministration at the MPP of Jambi City is a signal of structural managerial defects rather than sporadic delinquency. Administrative failures persist due to a lack of planning, inadequate teamwork, and distant supervision. Curbing maladministration is possible through systemic reform of managerial processes that emphasizes strategic focus, digitalization, human resource development, and pace-setting evaluation. Beyond improving service quality, such upgrades will go a long way in restoring public trust — an essential foundation for sustainable governance.

## Discussion

The findings of this study indicate that the quality of public services at the Jambi City PTSP, as implemented through the Public Service Mall (MPP), continues to fall short of the standards prescribed by Law No. 25 of 2009 on Public Services. Empirical evidence — drawn from interviews, observations, and BPK audit documents — demonstrates that these deficiencies are systemic in nature, rooted in institutional management weaknesses rather than the conduct of individual officers. This section situates these findings within the existing literature on public service governance and organizational management.

## Key Findings Synopsis

To provide a snapshot of the empirical results, this study identifies six main types of maladministration discovered at the Jambi City Public Service Mall (MPP), along with their managerial causes and relevant theoretical implications, as presented in Table 2.

**Table 2.** Summary of Identified Forms of Maladministration and Their Managerial Causes at Jambi City's MPP

No.	Type of Maladministration	Empirical Manifestation	Underlying Managerial Cause	Theoretical Implication / Reference
1	Lack of Complaint Handling Mechanism	No centralized system or follow up for citizen complaints	Weak organizational structure and absence of feedback control	Responsiveness failure (Mahsyar et al., 2022)
2	Unclear and Inconsistent Procedures	Differing requirements and unclear service information	Poor planning and lack of procedural standardization	Transparency and standardization deficit (Kanevskaia Whitaker, 2016)
3	Service Delays	Manual coordination between agencies; long waiting times	Inadequate digital integration and inter agency cooperation	"Silo mentality" in organization (Diamond & Allcorn, 2009)
4	Limited Public Outreach	Citizens unaware of available services or procedures	Lack of information dissemination and community engagement	Weak public communication strategy (Touri, 2020)
5	Weak Institutionalization	MPP excluded from RPJMD; lack of budget and targets	Strategic management deficiency and short-term planning	Policy misalignment (Ramlall & Grobbelaar, 2024)

Note: Information taken from BPK (2023) audit documents, observation notes, and interview transcripts.

## Maladministration and the Good Governance Principles

The maladministration that occurs in the Jambi City MPP contradicts the principles of responsiveness, accountability, and transparency as stipulated in Law No. 25 of 2009 concerning Public Services. When procedural irregularities exist and no complaint-handling mechanism is available, citizens' rights to fair and timely services are adversely affected. Specifically, Article 4 of Law No. 25 of 2009 mandates that public services adhere to principles including clarity of

procedures, timeliness, accountability, and equity of access — all of which the findings at Jambi City MPP indicate are inadequately institutionalized. Similarly, Article 36 requires that service providers establish and publish grievance mechanisms, a requirement confirmed by the BPK audit (2023) as not being fulfilled at the MPP.

The effectiveness of public administration should ensure that each service process complies with law and ethical standards, allowing citizens to hold service providers accountable (Palmer & Pillay, 2025). In this case, administrative irregularities arise from poorly designed systems rather than intentional misconduct; it is the institution that fails, not the individual. This aligns with Onyango (2022), who argue that bureaucratic maladministration is common in developing countries owing to weak accountability structures. Residents of Jambi City have reported declining trust, exemplifying this dynamic.

### **Structural Drivers of Managerial Weaknesses**

Multi-source evidence consistently indicates that the identified maladministration reflects institutional management deficiencies rather than individual misconduct: managerial weaknesses in strategic planning, inter-agency coordination, human resource development, and oversight systems collectively create structural conditions within which maladministrative practices persist. This interpretation is supported by the convergence of interview data, observational findings, and BPK audit documentation, lending substantial weight to the conclusion that systemic reform — rather than individual disciplinary action — is the appropriate institutional response.

- a. **Inadequate Strategic Planning:** One type of long-term planning failure is the MPP's absence from the RPJMD of Jambi City. These institutional voids manifest as unmeasured performance metrics, erratic budgeting, and siloed decision-making. This exclusion disrupts operational flow and alignment of goals.
- b. **Coordination and Organizational Issues:** Failure to comply with the Mayoral Decree regulations highlights agencies' predicament of manual coordination without integration or efficiency, commonly referred to as the "silo effect".
- c. **Deficits in Human Resource Development:** Field interviews indicate unequal distribution of work and ineffective staff training. Officers lack the skills to integrate services across agencies, resulting in errors and service lapses. Usman (2022) emphasize that systematic HRD forms a foundation for service excellence and institutional accountability.
- d. **Inadequate Systems for Monitoring and Evaluation:** Without internal monitoring systems, management remains unaware of recurring service issues. Robust internal controls are essential for accountability cascades and remedial actions. Malfeasance often goes unchecked in the absence of feedback loops.

### **Assessment Compared to Prior Research**

Research in developing countries underpins the Jambi City findings, indicating governance challenges endemic to differing systemic priorities. Qualitative studies show that some forms of maladministration, such as at Indonesian land offices, are poorly aligned with practice standards, display procedural uncertainty, and exhibit service-level variation. Persistent issues in complaints handling across certain welfare programs. Two key factors stifling good governance, according to Thompson (1965), are limited innovation and bureaucratic inertia, leading to rigid resource allocation; citizen responsiveness and feedback, remain underutilized. Collectively, these findings suggest that poor management practices, multi-area coordination gaps, and weak accountability mechanisms render maladministration endemic — not merely localized but governance-related.

Notably, the Jambi case differs from coordination-focused studies Schöttle (2023) by showing that coordination failures at the MPP stem from strategic planning deficiencies rather than technological limitations. This distinction has theoretical implications: effective digital coordination in public service malls requires preconditions of strategic planning, often overlooked in technology-centric studies. Additionally, unlike national-level comparative analyses reporting improvement trends in Indonesian public services, the Jambi case highlights persistent site-level management deficiencies that aggregate data may obscure.

### **Integration of Theory and Synthesis**

The study's findings can be interpreted as performance failures arising from suboptimal management systems interconnecting all governance-related functions, including planning, organizing, directing, and controlling at Jambi City MPP. Poor planning yields indistinct policies and misaligned institutional priorities, while ineffective organizing produces fragmented task allocation and enduring interagency silos. Inadequate directing, characterized by insufficient communication and underqualified staff, exacerbates maladministration, which persists long enough to become systemic. This perspective aligns with governance-performance linkages, wherein management decisions precede integrity and service quality.

Consequently, action must extend beyond procedural reforms, targeting systemic changes in management practices governing maladministration. Maladministration is not an isolated individual failure; it represents systemic and management structure-level deficiencies. An integrated management system can strengthen accountability and transparency, thereby rebuilding citizens' trust in public institutions.

### **CONCLUSION**

This study investigated managerial factors contributing to maladministration at the Jambi City Public Service Mall (MPP) using a qualitative case study with 12 key informants, multi-source triangulation, and thematic analysis, identifying five themes: absence of a comprehensive complaint process, unclear procedures, cross-agency service delays, limited public education, and inadequate institutionalization in regional planning. The findings reveal systemic management deficiencies rather than individual misconduct and provide the first in-depth case study of management-maladministration dynamics in an Indonesian MPP, proposing an integrated framework encompassing strategic planning, coordination, human resources, oversight, and public communication. While the single-site, cross-sectional design limits generalizability, the study offers policy recommendations for regional governments and the Ministry of Administrative Reform (KemenPAN-RB) to incorporate structured managerial standards—including complaint SOPs, inter-agency digital protocols, and dedicated RPJMD budget lines—to equip MPPs with institutional infrastructure that prevents maladministration. It also suggests future multi-site, longitudinal, and quantitative research to test and strengthen the framework.

### **Recommendations**

Drawing directly from the five identified themes, this study recommends the following institutional management improvements: 1) Establish a formalized, multi-channel complaint resolution system—including a dedicated digital platform, physical grievance signage, and a complaint response SOP—to address the current absence of structured complaint management; 2) Standardize service procedures across all agencies operating within the MPP, with publicly displayed and consistently applied requirements, to eliminate procedural inconsistencies identified as a source of user confusion and service delay; 3) Develop and implement an inter-agency digital integration protocol that enables data sharing and workflow handoffs among co-located agencies, addressing the coordination fragmentation that currently drives cross-agency service delays; 4) Design and implement a structured public communication and outreach program—including digital information platforms, printed guides, and periodic community briefings—to address the identified public literacy gap; and 5) Include the MPP as a formally designated program within the Jambi City RPJMD, with dedicated budget allocations and measurable performance targets, to address the strategic planning deficiency that currently limits institutional development and accountability.

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#### AUTHOR CONTRIBUTION STATEMENT

Author 1: Conceptualization, data collection, interview conduct, and primary manuscript drafting. Author 2: Methodology, thematic analysis, data validation, and manuscript review and editing. Author 3: Literature review, theoretical framework, discussion writing, and final manuscript revision. All authors have read and approved the final version of the manuscript.

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