



Outreach Effectiveness and Inter-Organizational Coordination as Drivers of Service Quality in a One-Stop Public Service Mall

Fhariz El Habyb^{1*}; Syamsir Syamsir²

¹Department of Public Administration, Universitas Negeri Padang, Padang, West Sumatera, fharizelhabyb6@gmail.com

²Department of Public Administration, Universitas Negeri Padang, Padang, West Sumatera, syamsir@fis.unp.ac.id

Abstract

One-stop public service malls are designed to reduce citizens' transaction costs by consolidating multiple services in a single location. Yet early-stage implementation often faces adoption and credibility challenges. This study investigates how outreach effectiveness and inter-organizational coordination shape perceived service quality in a one-stop public service mall in Padang Panjang, Indonesia. Using a single-case qualitative design, the study draws on interviews with key stakeholders, non-participant observation, and document review, analyzed through triangulation and a mechanism-oriented coding scheme. Findings show that outreach is most effective when it functions as citizen preparedness infrastructure, providing standardized, actionable information on requirements, process flows, operating hours, and realistic completion expectations, thereby strengthening assurance before arrival. Coordination affects service quality primarily by producing reliability through multi-tenant operational consistency, including stable staffing, uniform application of standards, synchronized information updates, and rapid problem-solving. Crucially, outreach and coordination are tightly coupled: when outreach raises expectations faster than operational reliability improves, credibility erodes and adoption slows. The study proposes a credibility-first operating model for early-stage one-stop malls, emphasizing a single source of truth for public information, enforceable tenant commitments, daily monitoring with escalation, and closed-loop complaint governance.

Keywords: One-stop public service mall; outreach effectiveness; inter-organizational coordination; service quality.

Received: January 25, 2026

Revised: February 28, 2026

Published: August 2, 2026



This is an open access article distributed under the Creative Commons 4.0 Attribution License, which permits unrestricted use, distribution, and reproduction in any medium, provided the original work is properly cited. ©2018 by author.

Introduction

One-stop public service facilities are widely promoted as a practical answer to citizens' most common complaint about government: services are fragmented across agencies, locations, and procedures, forcing people to invest repeated time, travel, and effort for a single administrative outcome. International evidence shows that "one-stop" models can reduce transaction costs and improve transparency when they genuinely simplify the service journey rather than merely relocating counters into one building (Fredriksson, 2020). Yet research and practice also converge on a persistent paradox: co-location does not automatically produce dependable service experiences. Integrated service delivery is an inter-organizational achievement, requiring sustained coordination among agencies that retain their own mandates, staffing rules, and incentives, while citizen uptake depends heavily on how well the reform is communicated and

trusted. The public administration literature increasingly frames this challenge through a service-oriented lens, arguing that public services must be understood “as services” in which value is realized in use and in experience, not only in organizational design (Osborne, 2018). In this view, service quality in one-stop settings becomes a credibility test of reform: if services are unreliable or unclear, the one-stop model can quickly lose legitimacy even when the infrastructure is newly built and politically celebrated.

This article examines that credibility test through an early-stage one-stop facility: the Public Service Mall (Mal Pelayanan Publik, MPP) of Padang Panjang, Indonesia. The facility began operating in October 2024 and was formally inaugurated on 3 December 2024. The empirical puzzle motivating this study is straightforward and measurable: the local utilization target for 2024–2025 was 2,400 visitors, yet recorded visits reached only 524 by mid-2025 (roughly a 78% shortfall). Early field indications point to two mechanisms that plausibly generate this gap. First, potential users reported limited awareness of the MPP’s existence and functions, suggesting weak outreach that fails to reduce uncertainty and encourage trial. Second, operational coordination problems were visible in multi-tenant service delivery, including counters without staff during working hours, directly undermining reliability and citizens’ confidence. These observations matter because the most consequential elements of service quality in one-stop environments are not aesthetic improvements alone (tangibles), but the experience of “the service will be there, consistently” (reliability) and “the service feels competent and trustworthy” (assurance).

To explain why new one-stop facilities may underperform despite strong policy intent, this study theorizes service quality as the joint product of outreach effectiveness and inter-organizational coordination capacity. Outreach effectiveness refers to the extent to which government communication makes the reform discoverable, understandable, and credible to intended users, clarifying what services are available, how to access them, and what benefits to expect. Recent research in Government Information Quarterly demonstrates that information quality in government communication channels can shape citizens’ attitudes and trust-related outcomes, particularly under uncertainty (Mansoor, 2021). Complementing this, work on government social media highlights how communication is increasingly treated as an administrative tool that supports public goals by influencing uptake and engagement with government initiatives (Yuan et al., 2023). In parallel, coordination capacity denotes the ability of multiple agencies to align the routines that citizens experience as “one service”: staffing reliability, standardized information, consistent operating hours, case escalation, and shared problem-solving. A growing coordination literature shows that coordination quality varies systematically across local systems and is shaped by organizational features, implying that “coordination failure” is not a vague label but a measurable governance problem with predictable consequences (Kårtvedt, 2024). In one-stop settings, the conceptual link is direct: outreach primarily conditions assurance (citizens’ confidence and perceived competence), while coordination primarily secures reliability (consistent delivery and predictable access).

Despite expanding scholarship on integrated services, two gaps remain that make Padang Panjang analytically valuable rather than merely descriptive. First, outcome evaluations of one-stop reforms often focus on whether they reduce time, trips, or bureaucratic frictions (i.e., transaction costs), which is important but does not fully explain how service quality is produced day-to-day in multi-agency settings (Fredriksson, 2020). Second, the integrated service delivery literature, especially in digital government, has advanced detailed accounts of inter-organizational collaboration strategies and adoption barriers (including the “adoption paradox,” where providers hesitate without users and users hesitate without providers) (Wouters et al., 2023). It has also clarified coordination arrangements and influence mechanisms (e.g., persuasion, incentives, pressure, and experience) used by public managers to align actors who must give up some autonomy for integration to work (Scholta et al., 2025). However, this work rarely connects outreach effectiveness and coordination capacity within one explanatory model that targets the specific service-quality bottlenecks that citizens immediately perceive in physical one-stop facilities, particularly during the first year of operation when routines, staffing commitments, and public awareness are still forming. This is precisely where a “new facility” can fail: coordination routines lag behind formal launch, while outreach remains insufficient to trigger user learning and trust, amplifying low utilization and negative word-of-mouth.

Indonesia's MPP policy offers a high-stakes governance backdrop that makes these mechanisms especially policy-relevant. The MPP model is institutionalized through national regulation, including PermenPANRB No. 24/2020 (and related regulatory instruments) that frame MPP as an integration platform for multiple service providers. Implementation has scaled rapidly: by 31 December 2025, the Ministry of Administrative and Bureaucratic Reform reported 305 MPP operating nationwide (around 60% of districts/cities), with an average of 155 integrated service types in one location. Rapid diffusion increases the importance of understanding not only whether an MPP exists, but which governance capacities make it deliver reliable and assuring services, because early underperformance can undermine confidence in the reform model and waste investment.

Accordingly, this article asks: (RQ1) How does outreach effectiveness shape citizens' assurance and willingness to use a newly established one-stop service mall? (RQ2) How does inter-organizational coordination capacity shape reliability in daily operations across multi-agency counters? (RQ3) How do outreach and coordination interact to explain early-stage service-quality outcomes and utilization gaps in a one-stop public service mall? The study addresses these questions through a qualitative case study of the Padang Panjang MPP, leveraging evidence sources consistent with early implementation diagnosis, interviews, observation of front-office routines, and documentary materials, anchored in the empirical anomalies identified in the thesis dataset (low realization against target, limited awareness, and operational inconsistencies).

The article makes three contributions. Theoretically, it integrates a service-quality perspective (with reliability and assurance as core citizen-facing outcomes) with coordination and communication mechanisms to specify why "one-stop" reforms succeed or stall in early-stage implementation (Kårtvedt, 2024; Ocampo et al., 2019). Empirically, it contributes evidence from a smaller Indonesian city's newly launched MPP, an underrepresented setting in international public management debates dominated by large metropolitan or high-income contexts, while linking local findings to nationally scaled reform pressures. Practically, it generates actionable implications for MPP governance: which outreach functions most directly strengthen assurance, which coordination routines most directly protect reliability, and how both must be designed together to avoid the common trap of impressive infrastructure with disappointing service experience.

Literature Review and Research Focus

One-stop public service centers as "service-integration" reforms

One-stop public service centers are designed to reduce fragmentation by consolidating multiple agencies, procedures, and service encounters into a single access point. Empirical evaluations show that such reforms can reduce transaction costs for citizens, fewer trips, less time lost, and lower uncertainty, while also improving perceived transparency and predictability when services are truly coordinated across participating agencies. Evidence from a large-scale one-stop program (Poupatempo, Brazil) suggests that the integration model can generate measurable improvements in access and delivery outcomes, but its benefits depend heavily on how consistently agencies align their operational practices and information to citizens (Lazzarini et al., 2020).

Recent digital-government research reframes one-stop shops as part of a broader transition from "single counter" integration toward service ecosystems where back-office data sharing, automation, and platform governance can enable "no-stop shop" experiences (services delivered proactively with minimal citizen navigation). This line of work highlights that integration is not merely spatial co-location; it is a design and governance problem involving ecosystem coordination, rules, and interdependencies (Scholta et al., 2019).

Importantly, integration reforms create an "adoption and delivery" challenge: citizens will not use a one-stop facility if they do not know it exists, do not trust its promises, or anticipate high uncertainty; agencies will not deliver seamlessly without credible cross-organizational commitment and operational alignment. Studies on integrated public service delivery in inter-organizational collaboration networks show that outcomes hinge on collaboration strategies, engaging partners, building motivation, and enabling joint action, because service integration is intrinsically networked rather than purely organizational. Implication for this article: a Public

Service Mall (Mal Pelayanan Publik/MPP) is best understood as a service-integration ecosystem that must simultaneously manage (a) citizen-facing information and demand (outreach) and (b) inter-agency operational reliability (coordination).

Service quality in public services: from SERVQUAL to Public Service Logic

Service quality remains a core performance lens in public services because citizens judge government not only by policy intent but by experienced service encounters. Measurement approaches often build on multidimensional service-quality frameworks (e.g., reliability, responsiveness, assurance, empathy, tangibles) that have been applied to government agencies to diagnose performance gaps and prioritize improvements (Ocampo et al., 2019).

However, leading public-management scholarship argues that public services differ from private services because value is co-created (and sometimes co-destroyed) through interactions among citizens, frontline staff, organizations, and broader service ecosystems. Public Service Logic (PSL) emphasizes value-in-use and relational processes, quality is not only “delivered” but emerges from how service systems enable citizens to achieve outcomes with dignity, clarity, and confidence (Engen et al., 2021).

This perspective matters for one-stop centers: co-location can increase convenience, but it can also intensify expectation–experience gaps if promises (from outreach) are not matched by reliable service execution (from coordination). PSL research on value co-destruction clarifies how negative outcomes can emerge when system design, communication, and operational routines misalign, citizens experience confusion, repeated visits, or distrust even when reforms are intended to improve convenience. Public-service ecosystems scholarship further stresses that public value creation depends on mechanisms such as information transparency, accountability signals, and the credibility of service commitments, mechanisms that are highly salient in integrated, multi-agency settings (Virtanen & Jalonen, 2024).

Implication for this article: while overall service quality is multidimensional, reliability (services available and delivered as promised) and assurance (confidence, certainty, and trust in standards and protections) become especially critical in one-stop settings, where citizens often come expecting “once-visit completion.”

Outreach effectiveness as a citizen-facing capability shaping assurance and uptake

Outreach effectiveness refers to how well service providers communicate the existence, procedures, requirements, service standards, and practical benefits of a service system, using channels that reach target groups and messages that are clear, consistent, and credible. Contemporary digital-government evidence shows that communication channels and information quality can shape trust and willingness to engage with public services. For example, studies link public-sector social media use to trust via reduced psychological distance, while also warning that poorly designed or misaligned official information channels can undermine trust (Porumbescu, 2016).

Research during the last decade also demonstrates that citizens’ perceptions of information quality, transparency, and responsiveness are key pathways through which digital government and public communication influence trust in government (Arshad & Khurram, 2020; Mansoor, 2021). Work on e-government service quality further supports that information quality and service quality perceptions jointly contribute to satisfaction and trust-related outcomes (Bryson et al., 2023; Saputra et al., 2026).

In a one-stop physical service mall, outreach is not merely “promotion”; it is a risk-reduction and expectation-management function. When outreach clearly explains what can be completed in one visit, which counters operate when, and what documents are required, it strengthens perceived assurance and reduces wasted trips. When outreach is inconsistent across channels or disconnected from operational reality, it can backfire by amplifying disappointment and distrust.

Empirical alignment with the thesis context: the thesis documents a substantial gap between expected/target use and actual visitors, alongside indications that segments of the community did not recognize the MPP’s role and services, suggesting that outreach effectiveness is not only a communication variable but a determinant of system adoption and perceived certainty.

Inter-organizational coordination as an internal capability shaping reliability

Because an MPP hosts multiple agencies (tenants) under one roof, service quality depends on coordination across organizational boundaries: staffing commitments, consistent service standards, harmonized information, synchronized schedules, and problem-resolution routines. A systematic review on collaboration in public service delivery highlights that partnerships with public, private, and nonprofit actors can improve performance but also introduce governance and coordination complexity, especially around accountability, operational alignment, and consistent delivery standards (Costumato, 2021).

More recent public-administration research treats coordination quality as an outcome that varies across local systems and is shaped by organizational features and governance arrangements; in other words, “having coordination meetings” is not equivalent to achieving coordination quality (Kårtvedt, 2024). Related work identifies preconditions for coordination in public organizations, emphasizing that coordination requires enabling conditions (shared understanding, routines, and capacity) rather than formal structures alone (Davoudi & Johnson, 2024).

In integrated service delivery networks, collaboration strategies matter: engagement, motivation, and joint action mechanisms shape whether integration actually functions as a coherent service system. Empirical alignment with the thesis context: the thesis records coordination risks that directly map onto reliability, e.g., counters without officers during working hours after agencies were integrated into one location. It also captures a consistent stakeholder logic: coordination is needed to ensure counters are ready, SOPs and commitments are honored, and outreach content matches operational reality, otherwise outreach becomes ineffective.

Synthesis: the gap and why this study is needed

Across the last decade, scholarship has advanced three insights:

1. one-stop integration is increasingly conceptualized as a service ecosystem, not merely co-location (Scholta et al., 2019);
2. service quality in public services is co-created and vulnerable to co-destruction when system promises and operational realities diverge (Engen et al., 2021; Osborne, 2018);
3. trust, assurance, and uptake are shaped by information quality, transparency, and responsiveness, which are strongly linked to communication/outreach (Arshad & Khurram, 2020; Porumbescu, 2016).

Yet, many studies treat external communication (outreach, information quality) and internal coordination (cross-agency alignment) as separate research streams. For multi-tenant one-stop public service malls, especially newly established ones, this separation is analytically costly because citizens experience the system as one promise: “come once, get it done.” The thesis captures the practical mechanism of failure: when coordination problems create uncertainty (e.g., counter availability), outreach loses credibility, producing a compounded loss, lower service quality and weaker outreach effectiveness. Therefore, this article’s contribution is to theorize and examine outreach effectiveness and inter-organizational coordination as joint drivers of perceived service quality in a one-stop public service mall, using Padang Panjang as an in-depth case.

Conceptual framework

In the MPP service ecosystem, outreach effectiveness shapes citizens’ expectations and reduces uncertainty (assurance pathway), while inter-organizational coordination stabilizes execution and availability (reliability pathway). When both are strong, citizens experience coherent integration and higher perceived service quality; when either is weak, especially when outreach promises exceed coordinated capacity, service quality deteriorates through repeated visits, delays, and distrust.

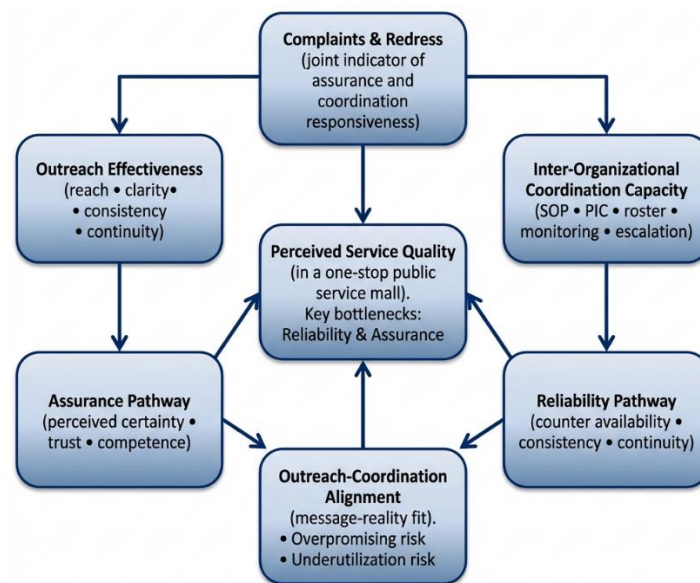


Figure 1. Conceptual framework

Method

This study employs a qualitative, single-case descriptive design to examine how outreach effectiveness and inter-organizational coordination shape service quality in a newly established one-stop public service setting. The case is the Mall Pelayanan Publik (MPP) Padang Panjang, selected because it represents an early implementation phase involving multiple service providers, making cross-tenant coordination critical. Informants were selected through purposive sampling and totaled 14 participants, including internal implementers/managers, external oversight stakeholders (e.g., academic/service observers, Ombudsman, local parliament), and one service user.

Data were collected through semi-structured interviews, on-site observations of service operations (e.g., service flow, staff presence at counters, and interaction patterns), and document/record review to corroborate field evidence; interviews were recorded and supported by field notes. Data analysis followed Miles and Huberman's iterative process—data reduction, data display, and conclusion drawing/verification—supported by a hybrid coding strategy combining deductive coding based on propositions (P1–P4) with inductive coding to capture recurring emergent patterns. Trustworthiness was strengthened through stakeholder triangulation and method triangulation, and reporting adhered to ethical practices by referencing participants by role to protect identities.

Result and Discussion

Early-stage adoption gap in a new one-stop service mall

The case indicates a clear early-stage adoption gap. Administrative monitoring in the study period shows that realized visits fell substantially short of internal targets (e.g., 524 realized vs. 2,400 targeted during 2024–mid-2025), while field observation and stakeholder accounts indicate that public awareness of the mall and its functions was uneven across groups. Together, these patterns suggest that early underutilization is not simply an “information problem” or solely an “operations problem.” Rather, it reflects the joint presence of (a) insufficient pre-encounter certainty for citizens to try a new service channel and (b) incomplete system-wide reliability across tenants that would make first-time use predictable.

This configuration mirrors what the integrated public service literature describes as an adoption paradox: users hesitate to adopt integrated service delivery until provider participation and readiness are credible, while providers tend to invest cautiously until user demand is visible (Wouters et al., 2023).

Outreach effectiveness as an assurance-building “preparedness infrastructure”

Across interview and documentary accounts, outreach is expected to do more than announce the existence of the mall. It is expected to function as preparedness infrastructure: providing actionable, standardized information on requirements, process flows, operating hours, service scope, and what citizens can realistically complete in one visit. In practice, this type of outreach reduces uncertainty before arrival, lowers the likelihood of incomplete submissions, and limits repeat visits driven by avoidable misunderstandings.

This finding is consistent with evidence that information quality in government communication can shape trust-relevant responses and citizens’ perceptions of government performance (Mansoor, 2021). In an early implementation phase, preparedness-oriented outreach therefore operates as part of service quality formation by turning “awareness” into “readiness to transact.”

Coordination quality as the reliability architecture of multi-tenant delivery

The case distinguishes between formal coordination (e.g., shared SOPs, role clarity, assigned focal persons) and operational coordination (e.g., rapid cross-tenant communication, daily monitoring, quick problem-solving, and routine updating of front-stage information). The strongest results are associated with coordination practices that translate into stable daily operations, especially consistent staffing, predictable counter availability, and uniform interpretation of service standards.

At the same time, the most consequential coordination failures are those that are immediately visible to citizens, such as empty counters during operating hours, inconsistent schedules, and uneven information updates across channels. In a one-stop setting, these failures do not remain localized to a single tenant; they are interpreted as a breakdown of the mall as a unified system. This aligns with recent evidence that coordination quality varies systematically across public systems and is shaped by organizational features and managerial capacity (Kårtvedt, 2024).

Outreach–coordination coupling: credibility depends on message–operation alignment

A central interaction emerges: outreach effectiveness is conditional on operational reliability. When outreach raises expectations about convenience and completion certainty, but operational reality is inconsistent (e.g., counter readiness, schedule stability, or standard uniformity), the first encounter can produce disappointment and erode trust in the “one-stop” promise. The case indicates that negative first experiences can suppress subsequent use and discourage diffusion through word-of-mouth, an especially important mechanism in local public services.

This coupling provides a concrete boundary condition for interpreting early-stage adoption: scaling outreach without securing reliability can create a credibility penalty. The logic is consistent with public service research showing that the benefits of one-stop centers (reduced transaction costs, fewer trips, and improved transparency) materialize when reforms are implemented consistently and credibly at the front line (Fredriksson, 2020).

Complaints and redress as a learning interface (assurance + reliability)

The findings also position complaints and follow-up not as peripheral issues but as an operational learning interface. In multi-tenant systems, citizen complaints often reveal whether problems stem primarily from assurance failures (unclear requirements, confusing flows, inconsistent information) or reliability failures (counter absence, unstable schedules, coordination breakdowns). Treating complaints as structured data, and linking them to corrective actions, supports both accountability and continuous improvement.

This interpretation aligns with evidence that user voice and complaints can be drivers of public service innovation when organizations build routines to capture, interpret, and translate citizen feedback into operational change (Simmons & Brennan, 2017).

Table 1. Themes–mechanisms–empirical basis (joint display)

Theme (Results)	Mechanism (how it works)	Primary service-quality pathway affected	Empirical basis (from the case study)
Early-stage adoption gap	Trial is suppressed when awareness is uneven and reliability is not yet credible system-wide	Utilization, satisfaction	Administrative monitoring; field observation; stakeholder accounts
Outreach as preparedness infrastructure	Standardized practical information reduces uncertainty, errors, and repeat visits	Assurance, responsiveness	Outreach practice descriptions; citizen expectations; staff accounts
Coordination as reliability architecture	SOP + role clarity + daily monitoring stabilize multi-tenant operations	Reliability	Coordination routines; operational management accounts; observed bottlenecks
Visible breakdowns undermine system credibility	Public-facing inconsistency (e.g., counter readiness, schedules, information updates) damages trust in the whole system	Reliability, assurance	Citizen feedback patterns; managerial accounts; operational observations
Outreach–coordination coupling	Outreach raises expectations; if operations do not match, credibility drops and adoption slows	Assurance → satisfaction/word-of-mouth	Cross-source convergence: outreach narratives + operational variability

Discussion

Signposting novelty early. Table 1 summarizes the article's theoretical contributions: service quality in a one-stop public service mall is driven by a dual infrastructure, outreach that builds assurance through citizen preparedness, and coordination that produces reliability through multi-tenant operational consistency, plus a boundary condition: message–operation alignment. This mechanism framing helps explain why co-location can coexist with low uptake in early implementation phases.

Table 2. Theoretical contributions

What we add (this paper)	Why it matters	Where it speaks (key literature)
Dual infrastructure: outreach (assurance via preparedness) + coordination (reliability via operational consistency)	Explains why co-location alone may not generate adoption or satisfaction	One-stop center evaluation evidence (Fredriksson, 2020) (Wiley Online Library)
Outreach–coordination coupling as boundary condition	Prevents “over-promising”; explains why outreach can backfire when reliability is weak	Adoption paradox in integrated service delivery (Wouters et al., 2023) (ScienceDirect)
Formal vs. operational coordination gap	Shifts interventions from “more meetings” to daily discipline and monitoring	Coordination quality variation and capacity (Kårtvedt, 2024) (Taylor & Francis Online)
Value co-destruction lens for one-stop breakdowns	Explains how misalignment and interdependence failures reduce value in use	Public service logic and value co-destruction (Engen et al., 2021; Osborne, 2018) (Taylor & Francis Online)
Complaints as a learning interface	Positions complaints as improvement data and accountability mechanism	User voice/complaints as innovation drivers (Simmons & Brennan, 2017) (Taylor & Francis Online)
Information quality as assurance mechanism	Links outreach content quality to trust and engagement under uncertainty	Information quality and trust in government communication (Mansoor, 2021) (ScienceDirect)

Extending one-stop evidence: reliability under interdependence

One-stop service centers are often justified by the promise of reduced transaction costs: fewer trips, shorter processing time, and improved transparency. Evaluation evidence supports these benefits when citizens can complete tasks more efficiently in a consolidated service environment (Fredriksson, 2020). The Padang Panjang case supports this logic but makes a sharper point

about implementation: the relevant unit of performance is not an individual agency counter but the service ecosystem. Reliability is a network property; citizens judge the mall's quality by whether the system consistently delivers the "one-stop" promise across tenants.

This helps interpret low early adoption not as a simple marketing gap. When reliability is not yet credible across all tenants, citizens rationally delay trial and rely on alternative channels. This is structurally similar to the integrated service "adoption paradox," where adoption stalls until both sides (providers and users) observe credible participation and readiness (Wouters et al., 2023).

Coordination quality as the reliability engine: why structures are insufficient

The findings reinforce that inter-organizational coordination should be evaluated not by the existence of agreements or meeting routines, but by whether coordination produces observable operational consistency: stable staffing, predictable counter availability, consistent application of requirements, and synchronized information updates. In this respect, the case aligns with coordination research emphasizing that "coordination quality" varies and is explained by capacity and governance arrangements, not guaranteed by reform design (Kårtvedt, 2024; Mulia et al., 2022).

For one-stop malls, this operationalization matters because reliability failures are highly visible and have system-level reputational effects. A single "weak link" can contaminate perceptions of the entire facility. This dynamic is particularly important for early-stage settings, where citizens have not yet formed stable expectations and therefore update beliefs rapidly based on early signals.

The coupling mechanism and value co-destruction: when outreach runs ahead of reliability

A key contribution is conceptual: outreach should not be treated as an independent driver of satisfaction and uptake. Outreach raises expectations about convenience and completion. If these expectations are not met by reliable operations, outreach can reduce value by amplifying frustration, an instance of value co-destruction rather than co-creation.

Public service logic argues that value is formed in use and interaction, not solely in organizational intent (Osborne, 2018). Empirical work on value co-destruction shows that interaction among providers, users, and other actors can diminish value when resources and practices are misaligned (Engen et al., 2021). In the present case, the mechanism is straightforward: outreach creates a promise; coordination and daily discipline determine whether that promise materializes; misalignment creates credibility loss that suppresses subsequent adoption and positive word-of-mouth.

This provides a testable proposition for future comparative work: outreach increases adoption and perceived quality only when multi-tenant reliability signals are credible and sustained. This is practically important because it suggests reform sequencing: stabilize reliability first (or at least the most visible services), then scale outreach.

Complaints as operational intelligence: tightening accountability and learning loops

The findings support treating complaints as a diagnostic and learning mechanism that bridges assurance and reliability. Complaints reveal where uncertainty persists (e.g., inconsistent standards) and where coordination fails (e.g., counter readiness, scheduling). The innovation literature suggests that user voice can enable improvement when organizations institutionalize routines to convert feedback into process correction (Saputra & Mulia, 2021; Simmons & Brennan, 2017).

A practical implication is to classify complaints into assurance-related versus reliability-related categories and link each category to a clear corrective action pathway (e.g., information updates, SOP refinement, roster enforcement, or escalation procedures). This shifts complaint handling from reputational management to quality stabilization.

Implications: a credibility-first operating model for early-stage one-stop malls

Without changing the substantive findings, the mechanism account implies five operational priorities:

1. Single source of truth (SSoT) for public information. Standardize requirements, flow, hours, exceptions, and complaint routes, and ensure all channels use the same authoritative content. This supports assurance and aligns with evidence that information quality shapes trust-relevant responses (Mansoor, 2021).
2. Enforceable tenant commitments for counter readiness. Treat staffing and counter uptime as non-negotiable reliability standards, with escalation rules when readiness is breached.
3. Daily monitoring with corrective thresholds. Use simple indicators (counter uptime, queue time, repeat-visit rate, unresolved complaints) to trigger rapid interventions rather than waiting for periodic meetings.
4. Design around “one-visit completion” as the citizen metric. Make completion certainty the core promise and align processes accordingly.
5. Closed-loop complaint governance. Convert complaint data into SOP changes and information updates, and communicate “fixes” publicly to restore credibility.

Limitations and transferability

As a single-case qualitative study, the contribution is analytic: it specifies mechanisms likely to recur in early-stage multi-tenant one-stop settings rather than estimating average effects. Future multi-case designs can test whether improvements in (a) SSoT information governance and (b) enforceable coordination increase adoption and reduce repeat visits under adoption-paradox conditions (Wouters et al., 2023).

Conclusion

This study examined how outreach effectiveness and inter-organizational coordination shape service quality in a one-stop public service mall. The central conclusion is that one-stop reforms should be understood not primarily as co-location, but as a credibility system built through two mutually reinforcing infrastructures: outreach that builds citizen preparedness (assurance before arrival) and coordination that produces multi-tenant operational consistency (reliability during delivery). In early implementation phases, citizens judge success less by the existence of an integrated facility and more by whether the system delivers predictable, “one-stop” outcomes at the frontline.

Three substantive conclusions follow. First, outreach is most consequential when it moves beyond publicity and functions as preparedness infrastructure, standardized, actionable information on requirements, process flow, operating hours, service scope, and realistic completion expectations. This reduces uncertainty before citizens arrive and lowers avoidable repeat visits. Second, coordination matters most when it is operationalized into daily discipline: consistent staffing, uniform interpretation of standards, synchronized information updates across channels, and rapid cross-tenant problem-solving. Formal arrangements alone are insufficient if they do not translate into observable reliability for users. Third, the effectiveness of outreach is conditional on operational reliability. When communication raises expectations faster than service readiness improves, early negative experiences can erode credibility and suppress adoption through reduced trust and negative word-of-mouth. This interaction helps explain why early-stage one-stop settings may remain underutilized despite visible institutional investment.

The study also yields clear implications for management and policy. A credibility-first operating model should prioritize (1) a single authoritative source for public information, (2) enforceable tenant commitments for counter readiness and schedule stability, (3) daily monitoring linked to escalation and corrective action, and (4) closed-loop complaint governance that treats complaints as operational intelligence for improvement. Implemented together, these measures strengthen assurance and reliability simultaneously, helping the service mall become a trusted default channel rather than an optional alternative.

As a single-case qualitative study, the contribution is analytic rather than statistical: it specifies mechanisms that can inform theory-building and guide comparative testing. Future research should examine whether strengthening information governance and enforceable coordination increases adoption, reduces repeat visits, improves perceived service quality, and stabilizes trust trajectories across different one-stop malls and stages of implementation. Overall, the findings indicate that the long-term success of one-stop reforms depends on aligning public-

facing promises with consistent operational delivery to create reliable, confidence-building citizen experiences.

References

- Arshad, S., & Khurram, S. (2020). Can government's presence on social media stimulate citizens' online political participation? Investigating the influence of transparency, trust, and responsiveness. *Government Information Quarterly*, 37(3). <https://doi.org/10.1016/j.giq.2020.101486>
- Bryson, J. M., Crosby, B. C., & Barberg, B. (2023). Public value governance and strategic public management. In *Handbook on Strategic Public Management* (pp. 92–113). <https://doi.org/10.4337/9781789907193.00015>
- Costumato, L. (2021). Collaboration among public organizations: a systematic literature review on determinants of interinstitutional performance. *International Journal of Public Sector Management*, 34(3), 247–273. <https://doi.org/10.1108/IJPSM-03-2020-0069>
- Davoudi, S., & Johnson, M. (2024). Preconditions of coordination in regional public organizations. *Public Management Review*, 26(4), 988–1012. <https://doi.org/10.1080/14719037.2022.2134915>
- Engen, M., Fransson, M., Quist, J., & Skålen, P. (2021). Continuing the development of the public service logic: a study of value co-destruction in public services. *Public Management Review*, 23(6), 886–905. <https://doi.org/10.1080/14719037.2020.1720354>
- Fredriksson, A. (2020). One Stop Shops for Public Services: Evidence from Citizen Service Centers in Brazil. *Journal of Policy Analysis and Management*, 39(4), 1133–1165. <https://doi.org/10.1002/pam.22255>
- Kårtvedt, L. E. (2024). Explaining Coordination Quality in Public Service Delivery. *Public Performance and Management Review*, 47(4), 849–872. <https://doi.org/10.1080/15309576.2024.2315016>
- Lazarini, S. G., Pongeluppe, L. S., Ito, N. C., Oliveira, F. D. M., & Ovanessoff, A. (2020). Public Capacity, Plural Forms of Collaboration, and the Performance of Public Initiatives: A Configurational Approach. *Journal of Public Administration Research and Theory*, 30(4), 579–595. <https://doi.org/10.1093/jopart/muaa007>
- Mansoor, M. (2021). Citizens' trust in government as a function of good governance and government agency's provision of quality information on social media during COVID-19. *Government Information Quarterly*, 38(4). <https://doi.org/10.1016/j.giq.2021.101597>
- Mulia, R. A., Saputra, N., Syamsir, S., & Embi, M. A. (2022). Literature Evaluation on Optimizing Supervisory Functions in Improving the Performance of Regional Government Bureaucracy. *Adabi: Journal of Public Administration and Business*, 9(2), 12–24. <https://doi.org/10.62066/jpab.v9i2.22>
- Ocampo, L., Alinsub, J., Casul, R. A., Enquig, G., Luar, M., Panuncillon, N., Bongo, M., & Ocampo, C. O. (2019). Public service quality evaluation with SERVQUAL and AHP-TOPSIS: A case of Philippine government agencies. *Socio-Economic Planning Sciences*, 68, 100604. <https://doi.org/10.1016/j.seps.2017.12.002>
- Osborne, S. P. (2018). From public service-dominant logic to public service logic: are public service organizations capable of co-production and value co-creation? In *Public Management Review*. Taylor & Francis. <https://doi.org/10.1080/14719037.2017.1350461>
- Porumbescu, G. A. (2016). Linking public sector social media and e-government website use to trust in government. *Government Information Quarterly*, 33(2), 291–304. <https://doi.org/10.1016/j.giq.2016.04.006>
- Saputra, N., & Mulia, R. A. (2021). Influence of Leadership Style, Compensation and Work Climate on Work Motivation. *Efisiensi: Kajian Ilmu Administrasi*, 18(2), 154–168. <https://doi.org/10.21831/efisiensi.v18i2.40338>
- Saputra, N., Putera, R. E., Zetra, A., Azwar, A., Valentina, T. R., & Mulia, R. A. (2026).

- Enhancing Public Management Through Integrity and Organizational Citizenship Behavior: A Systematic Review. *International Journal of Public Administration*, 1–16. <https://doi.org/10.1080/01900692.2026.2614578>
- Scholta, H., Halsbenning, S., & Niemann, M. (2025). A coordination perspective on digital public services in federal states. *Government Information Quarterly*, 42(1). <https://doi.org/10.1016/j.giq.2024.101984>
- Scholta, H., Mertens, W., Kowalkiewicz, M., & Becker, J. (2019). From one-stop shop to no-stop shop: An e-government stage model. *Government Information Quarterly*, 36(1), 11–26. <https://doi.org/10.1016/j.giq.2018.11.010>
- Simmons, R., & Brennan, C. (2017). User voice and complaints as drivers of innovation in public services. *Public Management Review*, 19(8), 1085–1104. <https://doi.org/10.1080/14719037.2016.1257061>
- Virtanen, P., & Jalonen, H. (2024). Public value creation mechanisms in the context of public service logic: an integrated conceptual framework. *Public Management Review*, 26(8), 2331–2354. <https://doi.org/10.1080/14719037.2023.2268111>
- Wouters, S., Janssen, M., Lember, V., & Cromptvoets, J. (2023). Strategies to advance the dream of integrated digital public service delivery in inter-organizational collaboration networks. *Government Information Quarterly*, 40(1). <https://doi.org/10.1016/j.giq.2022.101779>
- Yuan, Y.-P., Dwivedi, Y. K., Tan, G. W.-H., Cham, T.-H., Ooi, K.-B., Aw, E. C.-X., & Currie, W. (2023). Government Digital Transformation: Understanding the Role of Government Social Media. *Government Information Quarterly*, 40(1). <https://doi.org/10.1016/j.giq.2022.101775>