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Resilience Governance and Public Service Innovation in Local Government: A Study of Public Service Mall in Barru Regency, Indonesia

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Abstract

The growing emphasis on integrated and digitally enabled public services has not necessarily ensured resilient and equitable service delivery, particularly in local governments facing uneven infrastructure, geographic barriers, and variations in institutional capacity. This study examines how resilience governance shapes public service innovation through the implementation of the MPP in Barru Regency and identifies conditions required to transform institutional capacity into resilient service delivery. This study using a qualitative case study approach. Findings are interpreted through key dimensions of resilience governance. The findings show that MPP Barru has strengthened institutional integration and administrative efficiency, but these achievements coexist with systemic vulnerabilities related to infrastructure, spatial inequality, digital connectivity, human resource capacity, inter-agency coordination, and citizen-oriented service delivery. Institutional capacity, formal inter-agency integration, initial digital infrastructure, and governmental commitment emerge as necessary but insufficient conditions for resilient public service delivery. Addressing these gaps requires complementary innovations, including mobile public services, hybrid service models, real-time monitoring, integrated emergency response, adaptive capacity development, collaborative coordination, and citizen feedback mechanisms. Theoretically, this study proposes a shift from service centralization toward service distribution and resilience, reframing public service innovation as the capacity to distribute, adapt, and sustain services across geographically diverse and vulnerable settings. Practically, it provides a basis for developing a Resilient Smart Public Service model for inclusive and sustainable local governance.

Keywords: Resilience Governance, Public Service, Innovation Local Government, Public Service Mall, Barru Regency

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Introduction

Increasingly rapid social, economic, technological, and environmental dynamics have driven the transformation of the public administration paradigm from a traditional bureaucratic model to a more adaptive, collaborative, and responsive governance approach (He et al., 2025; Meuleman, 2021; Radzikhovskyi, 2025). Consequently, global developments have spurred a perspective shift in public administration. The traditional paradigm is no longer sufficient; thus, the quality of public services is no longer measured solely by procedural efficiency, but also by the ability of government institutions to respond to change, manage uncertainty, and maintain service sustainability (Ansell et al., 2021; Li et al., 2026). The concept of resilience governance serves as a relevant theoretical approach to explain the ability of local governments to face public service challenges amidst the complexity of a constantly changing strategic environment (Abdillah et al., 2025a, 2025b; Cheng et al., 2024).

Resilience governance emphasizes the capacity of public institutions to adapt, innovate, and build multi-stakeholder collaboration in the provision of public services (Abdillah et al., 2025b). This approach integrates the principles of community participation, the use of digital technology, inter-organizational coordination, and the strengthening of institutional capacity to create inclusive, responsive, and sustainable services (Abdillah et al., 2025a, 2025b). In the context of local government, the implementation of resilience governance is becoming increasingly critical because local administrations are at the forefront of meeting community needs while facing various social, economic, and administrative risks (Coaffee et al., 2018; Stativka & Orel, 2024). One of the public service innovations developed by the Indonesian government is the Public Service Mall (MPP). This policy is part of bureaucratic reform aimed at simplifying service procedures by aggregating various types of services into one integrated location across every level of government (Presidential Regulation No. 89 of 2021). The presence of MPPs represents the evolution of public services in Indonesia, moving from One-Roof Integrated Services (PTSA) and One-Stop Integrated Services (PTSP) to Public Service Malls as a third-generation service model that emphasizes cross-agency integration, ease of access, and improved service quality for the public (Mumayyisah et al., 2024; Muthmainnah, 2024; Safaruddin et al., 2025).

Resilience governance provides an appropriate analytical lens for evaluating Public Service Malls because MPPs are not merely administrative facilities for integrating services, but complex institutional systems that must maintain service continuity, accessibility, responsiveness, and adaptability under changing conditions and external disruptions. The integration of multiple agencies within an MPP creates interdependencies that require effective coordination, while the reliance on digital systems, physical infrastructure, human resources, and citizen access makes service performance vulnerable to technological, organizational, geographic, and infrastructural constraints. From a resilience governance perspective, therefore, the effectiveness of an MPP should not be assessed solely by the number of integrated agencies or services, but also by its capacity to absorb disruptions, respond to emerging needs, adapt service arrangements, collaborate across institutional boundaries, transform service delivery mechanisms, and learn from citizen feedback. These dimensions correspond to the core capacities of resilience governance, particularly robustness, responsiveness, adaptability, collaboration, transformability, and learning capacity. This perspective enables the MPP to be evaluated not only as an instrument of administrative integration but as a socio-institutional system whose capacity to sustain and distribute public services determines whether the innovation produces resilient and inclusive service outcomes.

As part of the implementation of public service reform, the Barru Regency Government established the Masiga Public Service Mall (MPP) as an integrated service center under Barru Regency Regulation No. 5 of 2011 concerning Public Services. The scale of service integration has

expanded over time: the MPP initially involved 21 agencies providing 91 services, but by 2022, it had expanded to 24 agencies and 108 service products, integrating central and local government agencies, state-owned enterprises, and other service providers within a single facility (Alim et al., 2022; Barru Regency Government, 2022). This expansion indicates substantial institutional capacity for service integration; however, the growing number of integrated services does not necessarily translate into uniformly accessible and responsive public services. Empirical evidence from Barru shows that the achievement of MPP objectives remains incomplete, as some community members have not yet experienced the expected convenience of the service, and information dissemination has not effectively reached the wider community (Mumayyisah et al., 2024). This discrepancy between the expansion of institutional service capacity and the uneven realization of service benefits provides an important empirical basis for examining public service innovation through a resilience governance perspective, particularly concerning the capacity of local institutions to maintain accessibility, responsiveness, and adaptability under spatial, infrastructural, and organizational constraints.

Although these efforts have demonstrated a commitment to innovating public services, various issues persist in the implementation of the Masiga MPP in Barru Regency. Several residents have complained that the service process is not yet fully effective, as it still requires administrative prerequisites at the village and sub-district levels before documents can be processed at the MPP. This results in prolonged service completion times and creates the perception that the bureaucracy remains complicated. Furthermore, document backlogs from various sub-districts often prevent services from being completed on the same day, reducing flexibility and public satisfaction (Mumayyisah et al., 2024; Muthmainnah, 2024; Safaruddin et al., 2025).

The problems experienced at the new district public service mall are relevant to various previous studies examining the effectiveness of public services, the implementation of integrated service policies, and MPP innovations in other regions. Research generally indicates that the existence of MPPs can improve service accessibility, bureaucratic efficiency, and inter-agency coordination (Ariyanti et al., 2024; Toh et al., 2026). Previous studies on MPPs have predominantly focused on administrative effectiveness, service quality, human resource capacity, and institutional coordination (Alqasimi et al., 2025; Tawai et al., 2024), while limited attention has been given to the resilience of integrated public service systems in addressing geographic, infrastructural, technological, and organizational vulnerabilities. In Barru Regency, existing studies have identified several challenges in service implementation (Mumayyisah et al., 2024; Safaruddin et al., 2025), yet they have not sufficiently explained the gap between institutional integration and equitable service delivery across the region. This study addresses this gap by applying a resilience governance perspective to the Masiga MPP and identifying institutional capacity, inter-agency integration, digitalization, and governmental commitment as necessary but insufficient conditions for resilient public service delivery. Thus, this study contributes to the public service innovation literature by shifting the analytical focus from service centralization toward service distribution and resilience.

Research Objective Based on these contextual issues, this study aims to explore how resilience governance drives public service innovation at the Public Service Mall in Barru Regency, Indonesia. Specifically, it seeks to analyze the effectiveness of Barru Regency Regional Regulation No. 5 of 2011, identify factors that facilitate or obstruct its implementation, encourage adaptive public service innovation through resilience governance, and formulate recommendations for innovative governance models that produce services that are more effective, responsive, and oriented toward community needs.

Theoretical Framework Resilience governance is a governance approach that emphasizes the adaptive capacity of governments and communities in the face of complex changes and risks. In

local government, resilience governance encompasses the ability of regions to anticipate threats, respond effectively to crises, and build flexible, sustainable service systems (Abdillah et al., 2025a, 2025b).

This approach is built upon several core principles: (1) *Adaptivity*, representing the ability of local governments to adjust policies and services to changing social and environmental conditions; (2) *Collaboration*, involving government actors, the private sector, communities, academics, and civil society in public service provision; (3) *Public participation*, fostering citizen involvement in the planning, monitoring, and evaluation of services; (4) *Digitalization and technological innovation*, designed to increase service accessibility, transparency, and efficiency; and (5) *Sustainability*, ensuring that public services continue to operate during both crisis and post-crisis scenarios (Abdillah et al., 2025a, 2025b).

This research attempts to frame public service innovation through a resilient governance approach, arguing that local governments must focus not only on solving short-term administrative problems but also on building institutional systems that can survive and thrive amidst the dynamics of change. Public service innovation refers to the renewal of processes, systems, methods, and service policies aimed at improving the quality of service provided to the public (El Habyb, 2025; Okolie, 2026; Saragih, 2024). From a resilience governance perspective, public service innovation is directed primarily at strengthening the adaptive capacity of both the government and society (Li et al., 2026; Mazzucato & Kattel, 2020).

Some critical forms of public service innovation in local government include:

1. **Digitalization of Public Services:** Digital transformation is one of the primary methods for increasing public service resilience (Shen et al., 2023). Local governments have begun developing electronic-based services such as online population administration, public complaint applications, village information systems, and digital health services. Digitization allows services to remain operational despite physical disruptions such as pandemics or natural disasters. Furthermore, the use of technology increases transparency, accelerates bureaucratic processes, and expands public access to government programs.

2. **Collaborative Public Services:** Resilience governance encourages the emergence of collaborative service models among the government, local communities, the private sector, and civil society organizations (Fonataba, 2025). This collaboration is crucial for addressing complex, systemic issues such as poverty, food security, environmental management, and disaster mitigation. Practical examples include the establishment of community-based integrated service centers, disaster-resilient village programs, and active collaboration between local governments and universities in developing innovative policies.

3. **Smart Governance and Smart Villages:** This concept integrates digital technology directly with community participation (Geohansa et al., 2025; Oktarina et al., 2023). Local governments utilize data-based information systems to improve the effectiveness of both internal government management and external public service delivery.

Through this conceptual framework, fostering public service innovation via resilience governance encourages local governments to strengthen the social and economic resilience of their communities through services that are highly responsive, rapid, and grounded in actual local needs.

Research Methods

Research Design

This study adopts a qualitative exploratory research approach (Creswell & Poth, 2016) with a case study design. This design was chosen to explore how resilience governance drives public service innovation at the Public Service Mall in Barru Regency, Indonesia. A qualitative case study design enables an in-depth examination of governance processes, institutional adaptation, and innovation practices within the local government context. As this study relies entirely on secondary data, the primary research instrument was a structured document review protocol and data extraction framework, developed based on the research objectives and the dimensions of resilience governance examined in this study. The instrument was used to systematically identify, screen, extract, and organize relevant information from official government documents, policy and regulatory documents, institutional reports, statistical publications, and relevant academic literature. This study focuses on examining how resilience governance principles are reflected in public service innovation, institutional responsiveness, inter-agency collaboration, and adaptive governance mechanisms within the region.

Data Collection

Data collection in this study was conducted entirely through secondary qualitative data sources. The data were collected through the systematic identification, selection, and review of relevant documents concerning public service malls and public service innovation in Barru Regency and Indonesia. These sources included official government reports, policy documents, regulations, institutional publications, statistical reports, relevant academic literature, previous empirical studies, and publicly available information from official government websites. The study also reviewed conceptual and theoretical literature on resilience governance and public service innovation to establish the analytical foundation of the research (Tight, 2019). Documents were selected based on their relevance to the research objectives, the credibility of the source, and their ability to provide information on institutional arrangements, service innovation, inter-agency coordination, governance responses, and public service implementation at the Barru Regency Public Service Mall. The data collection process involved document identification, screening, extraction, and synthesis to develop a comprehensive understanding of resilience governance and public service innovation in the local government context.

Data Validation

To ensure data validity and research credibility, this study employed source triangulation by comparing and cross-checking information obtained from different types of documentary sources, including official government reports, policy and regulatory documents, institutional publications, statistical reports, and relevant academic literature. The collected documents were systematically organized, coded, and analyzed using NVivo 15 to facilitate the identification of recurring themes, relationships, and patterns related to resilience governance and public service innovation. NVivo was used as an analytical support tool for organizing documentary data, conducting thematic coding, comparing coded sources, and developing relationships among emerging themes; however, the interpretation of findings remained guided by the research objectives and the dimensions of resilience governance. In addition, systematic documentation of the data collection, source selection, coding, and analytical processes was maintained to enhance the transparency, consistency, and trustworthiness of the research findings.

Data Analysis

This study conducted data analysis using an interactive qualitative analysis model consisting of data reduction, data display, and drawing conclusions (Heaton, 2012). The collected data were organized and categorized based on themes related to resilient governance, institutional adaptation, collaborative governance, digital innovation, and public service effectiveness. Thematic analysis was conducted systematically through several stages. First, all relevant secondary documents were collected, screened, and organized according to their source, type, and relevance to the research objectives. Second, the documents were imported into NVivo 15 and subjected to initial coding based on concepts and issues emerging from the data as well as the dimensions of resilience governance. Third, related codes were compared, grouped, and refined into broader categories and themes representing patterns of governance, institutional adaptation, collaboration, responsiveness, and public service innovation. Fourth, relationships and similarities or differences across documentary sources were examined to identify recurring patterns and governance dynamics. Finally, the emerging themes were critically interpreted in relation to the research questions and resilience governance framework to explain how resilient governance contributes to strengthening public service innovation in local government institutions.

Results and Findings

Existing Condition of the Public Service Mall in Barru Regency

The implementation of the Public Service Mall (MPP) policy has grown rapidly since it was fir st introduced in 2017. The central government encouraged the establishment of MPPs in various re gions as a strategy to increase service effectiveness through a one-
stop approach (Presidential Regulation No. 89 of 2021; Regulation of the Minister of PANRB No. 23 of 2017). In practice, an MPP integrates services from the central government, regional government s, state-
owned enterprises, and the private sector into a single service system. This consolidation is expecte d to reduce bureaucratic red tape, increase transparency, expedite service times, and provide certai nty for the public in obtaining administrative services.

However, the regency government currently faces several problems spanning three main asp ects: limited basic infrastructure and connectivity, accessibility gaps in remote or mountainous area s, and demands for increased responsiveness and human resources (HR) to operate new facilities (Warta Barru, 2026). For instance, structural damage to the Takkalasi Bridge in Balusu District has h ampered mobility along the Trans-
Sulawesi route, raising severe safety concerns (Indonesia Muda, 2026). Residents have also complai ned about malfunctioning street lighting and ongoing electricity problems in outlying areas, such as Gattareng Village, Pujananting District. Furthermore, although the Barru Regency Government has l aunched emergency services like the 112 Call Center, mountainous and coastal areas often experien ce technical difficulties and delayed responses due to a lack of ambulances and fire engines (Ardian syah, 2025; Berita Sulsel, 2026).

Despite these obstacles, Barru Regency has become a reference point for the Ministry of Hom e Affairs as an excellent example of MPP development and has frequently been visited by local gove rnments from across Indonesia for benchmarking purposes. The Barru Public Service Mall currentl y integrates 22 services, including immigration and taxation, which has generated an increasingly p ositive impact. In addition to accelerating public and business permits, this integration aligns with t

he rising influx of investment in Barru; the regency currently ranks in the top five for investment in South Sulawesi (Barru Regency Government, 2026). Consequently, the Barru MPP was named the b est in South Sulawesi and achieved the top "Category A" ranking in the 2021 public service evaluati on conducted by the Ministry of Administrative and Bureaucratic Reform (Barru Regency Governm ent, 2026).

Despite this recognition, Mumayyisah et al. (2024) found that the Integrated Public Service M all in Barru Regency still faces obstacles, primarily a lack of human resource readiness to provide fa st and accurate services, causing residents to struggle when processing specific documents. This co ntradicts the fundamental goal of the MPP, which is to provide convenience, speed, affordability, sec urity, and comfort. This HR gap remains a significant barrier for the local government in realizing ef ficient public administration.

Despite this recognition, Mumayyisah et al. (2024) found that the Integrated Public Service Mall in Barru Regency still faces obstacles, primarily a lack of human resource readiness to provide fast and accurate services, causing residents to struggle when processing specific documents. This contradicts the fundamental goal of the MPP, which is to provide convenience, speed, affordability, security, and comfort. This HR gap remains a significant barrier for the local government in realizing efficient public administration. A contextual comparison of these public service issues across various MPPs in Indonesia is presented in Table 1.

Table 1. Table of Public Service Problems in MPP in Indonesia and Their Contextualization with Barru Regency

No	City	Main Problems	Contextualization with the public service mall (MPP) of Barru Regency
1	Jakarta	The high volume of service users means that digital and offline queues are still long, especially during peak hours (Ramadhan et al., 2025)	Barru has not yet faced user overload like Jakarta, but has the potential to experience bottlenecks when several key services (dukcapil, licensing) are accessed simultaneously due to limited human resource capacity.
2	Surabaya	problems with data synchronization between agencies and integration between agencies is not yet completely seamless (Muhammad Fu'ad Abdullah et al., 2025)	This problem is very relevant in Barru because coordination between regional OPDs and vertical agencies still tends to be sectoral, so that one-stop service has not been fully achieved.
3	Bandung	Complaints related to maladministration: delays in service, unclear procedures, and inconsistent officer responses (Afifah et al., 2024)	Barru also has similar potential, especially if SOPs are not yet standardized and front office staff have not received citizen-centered service training.
4	Makassar	Problems related to sectoral egos between service units cause slow coordination and inefficient service flows (Rukmana & Tamrin, 2024)	The administrative proximity to Makassar indicates that sectoral bureaucratic culture can also influence the effectiveness of the Barru MPP.
5	Yogyakarta	Problems related to digitalization of services are not yet inclusive for the	In Barru, this challenge is particularly relevant because some communities, particularly those

		elderly and people with low digital literacy (Hizbaron et al., 2025)	in rural and coastal areas, still have limited access to technology and digital literacy.
6	Semarang	Problems related to digitalization of services are not yet inclusive for the elderly and people with low digital literacy (Espos.id., 2024)	Barru needs to build a responsive complaint handling system so that public complaints do not end up as administrative formalities.
7	Denpasar	The gap in service quality between tenants/agencies in one MPP. (Ombudsman of the Republic of Indonesia., 2022)	This problem is relevant and has the potential to occur in Barru because the service capacity of each agency varies, so that the quality of service is not uniform.
8	Medan	Supporting infrastructure such as waiting rooms, signage, and accessibility for people with disabilities are not yet optimal (Daulay, 2025)	Barru, as a developing region, needs to ensure that the MPP is not only physically present but also friendly to vulnerable groups and people with disabilities.
9	Balikpapan	Digital transformation is underway, but has not been accompanied by an increase in human resource capacity (Raden Muhamad Nashran Aziza Supriono, 2021)	This condition also occurs in Barru Regency; digital innovation without improving the competence of the apparatus risks resulting in services that remain slow.
10	Pekanbaru	Service innovation is good but the sustainability of the program depends on the leadership of the regional head (Febrian et al., 2023)	In Barru, the sustainability of the Public Service Mall (MPP) innovation also depends on the commitment of regional leaders and institutionalization, not just short-term programs.

Source: Author research, 2026.

Based on Table 1, evaluations of MPPs across various Indonesian cities demonstrate that issues generally fall into five main dimensions: (1) institutional integration, (2) human resource quality, (3) service digitalization, (4) infrastructure, and (5) public complaint management. These issues reveal that an MPP does not automatically improve service quality simply by consolidating services into one building; the main challenge lies in governance capacity. In the context of Barru Regency, the most pressing issues are sectoral egos between agencies, limited human resources, low public digital literacy, and dependence on regional leadership. Unlike metropolitan cities that face severe user volume issues (Ekayasa, 2025; Rohman et al., 2025; Sun & Luo, 2024), conditions in Barru Regency are more focused on institutional readiness and service resilience—namely, the ability of the MPP to remain adaptive, coordinated, and responsive in serving a heterogeneous community, including rural-coastal areas. Theoretically, these findings reinforce the view that MPP effectiveness must be analyzed through the lens of collaborative governance and public service resilience, where success depends heavily on cross-actor coordination and the capacity to adapt to local constraints.

Resilience Governance in Public Service Innovation in Barru Regency The implementation of public service innovation through the MPP in Barru Regency represents a significant transformation in regional public administration. This model integrates services from various governmental and private tiers into a single center designed to simplify procedures and increase certainty (Ariyanti et al., 2024; Umam & Adianto, 2020). From a resilience governance perspective (Abdillah et al., 2025a, 2025b), the formation of the Barru MPP demonstrates the local

government's efforts to build a service system that is highly responsive to the dynamic needs of the community, as mapped in Table 2.

Table 2. Public Service Innovation through Resilient Governance in the Barru Regency Government

Research Problems in Public Services in Barru Regency	Resilient Governance Indicators	Key Findings	Ideal Public Service Innovation
Problems related to basic infrastructure that are still hampered, such as damage to the Takkalasi Bridge, street lights, and power outages in outlying areas (Berita Sulsel, 2026; Indonesia Muda, 2026; Warta Barru, 2026)	Robustness (System Resilience) (Abdillah et al., 2025b, 2025a)	MPP Barru has strong service institutions, but service resilience is still vulnerable to disruptions to physical infrastructure that hinder community mobility and access (Safaruddin et al., 2025)	Smart Infrastructure Service Integration: integration of infrastructure monitoring (roads, bridges, electricity, street lighting) based on a digital dashboard connected to MPP
The gap in access to services between downtown areas and mountainous/coastal areas (Government of Barru Regency, 2025)	Equity and Accessibility (Equal Access) (Abdillah et al., 2025b, 2025a)	Public services are still concentrated in more developed areas and people in remote areas face geographical barriers and limited connectivity (Rakyatku.com., 2020)	Mobile Public Service / Mobile MPP: mobile service using a mobile service car or village service post
Slow response of emergency services due to limited ambulance and fire fighting fleets (Ardiansyah., 2025)	Responsiveness (Abdillah et al., 2025b, 2025a)	Call Center 112 is available, but the response in remote areas is not optimal (Government of Barru Regency, 2026)	Integrated Emergency Response System: GIS-based emergency response system to map incident locations and nearby fleets
The readiness of human resources in the civil service is not optimal in operating modern services (Government of Barru Regency, 2025)	Adaptability (Abdillah et al., 2025b, 2025a)	There is an adaptation gap: digitalization is growing faster than human resource capacity (Mumayyisah et al., 2024)	Adaptive Capacity Training: regular training for HR on aspects of digital service, public communication, and problem solving.
Inter-agency coordination is not always effective in conditions of disruption (Government of	Collaboration / Network Governance (Abdillah et al., 2025b, 2025a)	Formal integration between agencies is good, but operational coordination still needs to be strengthened (Safaruddin et al., 2025)	Collaborative Service Command Center: a cross-agency service coordination center based on real-time data

Barru Regency, 2025)			
problems related to digitalization which is not yet inclusive due to limited internet networks in certain areas (Government of Barru Regency, 2025)	Transformability (Abdillah et al., 2025b, 2025a)	Service transformation has been underway at the center, but is not yet inclusive regionally (Rakyatku.com., 2020)	Hybrid Service Model: a combination of digital, offline, and village-based services
Services are not fully based on citizen needs (AWNI Barru, 2025)	Learning Capacity (Abdillah et al., 2025b, 2025a)	The system is still more procedure oriented than user experience oriented (Safaruddin et al., 2025)	Citizen Feedback Analytics: a public satisfaction-based evaluation system and periodic complaint analysis

Source: Author research, 2026.

In terms of *robustness*, the Barru MPP demonstrates strong institutional capacity, evidenced by its recognition as a national pilot region and its Category A rating (Mumayyisah et al., 2024). The presence of 22 integrated services reduces bureaucratic fragmentation, demonstrating a robust foundation to maintain service continuity. However, this robustness has not been fully matched by supporting infrastructure. Barru Regency still faces fundamental issues, such as damage to the Takkalasi Bridge, disrupted street lighting, and electricity problems in outlying areas (Ardiansyah, 2025; Berita Sulsel, 2026; Indonesia Muda, 2026; Warta Barru, 2026). These limitations directly impact public accessibility. From a resilience governance perspective, service resilience is determined not only by formal institutions but also by infrastructure systems supporting mobility.

In the *adaptability* dimension, the Barru Regency Government has adopted various innovations, including digital administration and the 112 Call Center (Barru Regency Government, 2026). This adaptability enables the service system to remain functional despite rapid environmental changes. However, Mumayyisah et al. (2024) found that this capacity faces serious HR challenges. The readiness of officials to provide fast and accurate services is suboptimal, indicating an "adaptation gap"—where technology transforms faster than human capacity. The main challenge is no longer system innovation, but strengthening HR competencies.

In terms of *transformability*, the Barru MPP demonstrates a fundamental shift in the public service paradigm. Centralized services allow citizens to access various needs in one location (Rakyatku.com, 2020), which increases efficiency and accelerates regional investment. Although institutional transformation has been successful, it is not yet fully spatially inclusive. Mountainous and coastal areas face barriers due to limited networks, emergency vehicles, and difficult terrain. Ideal resilience must ensure equitable distribution of services to remote areas.

Overall, governance resilience in public service innovation at the Barru MPP is transitioning from administrative resilience to systemic resilience. Systemic resilience still requires strengthening in infrastructure, HR quality, and equitable regional access through collaborative governance.

Discussions

Public service innovation through the MPP in Barru Regency reflects significant progress in bureaucratic reform. From a resilience governance perspective, the MPP demonstrates strong institutional capacity by shortening the bureaucratic chain. However, a key finding is the paradox between administrative success and systemic vulnerability. Despite Barru's recognition as one of the best MPPs in South Sulawesi (Mumayyisah et al., 2024), the overall quality of public services remains limited by infrastructure issues, geographic disparities, and human resource readiness. This indicates that public service resilience cannot be measured solely by institutional performance at a service center, but also by the system's ability to maintain quality amid external pressures (Al Asfoor et al., 2024; Dudau et al., 2023; Karamagi et al., 2022).

Furthermore, according to Mumayyisah et al. (2024), another problem lies in the suboptimal readiness of HR. These results reinforce the argument that successful digitalization does not automatically result in effective service if not accompanied by increased civil service capacity (Atobishi et al., 2024; Kasim et al., 2025; Sangaji & Irianto, 2025). This study expands on previous findings by showing that Barru's issues are deeply tied to the vulnerability of basic infrastructure and spatial disparities (Ali et al., 2025; Armawaty et al., 2024; Sjaf et al., 2025). It positions public services as a socio-technical system influenced by geographical, technological, and cross-actor governance factors.

Based on these findings, the most contextual innovation for Barru is building a Resilient Smart Public Service model that integrates technology, service distribution, and collaborative governance (Li et al., 2026; Rodríguez Bolívar, 2026). To address systemic vulnerabilities, this study proposes complementary strategies: real-time data coordination, HR capacity building, Mobile MPPs, integrated emergency response, smart infrastructure, hybrid service models, and citizen feedback mechanisms (Dragoicea et al., 2020; Oliveira et al., 2026). These strategies function as adaptive capacities enabling the system to reach peripheral communities.

The conceptual model demonstrates that existing institutional capacities (formal integration, digital foundations, political support) are necessary but insufficient conditions for resilient public services (Shen et al., 2023). Resilience should be understood as a system-level capacity. Administrative integration and digital infrastructure create an enabling foundation, but innovation becomes truly meaningful when it increases the system's capacity to absorb disruptions and maintain accessibility across diverse social conditions.

In this proposed model, the dashed black line (as shown in Figure 1) represents an enabling mechanism—where supporting factors provide the prerequisites for transformation but are insufficient without the spatial distribution of services. This explains why the Barru MPP achieved administrative success but struggles with equitable outreach. This study proposes a shift from service centralization to service distribution and resilience.

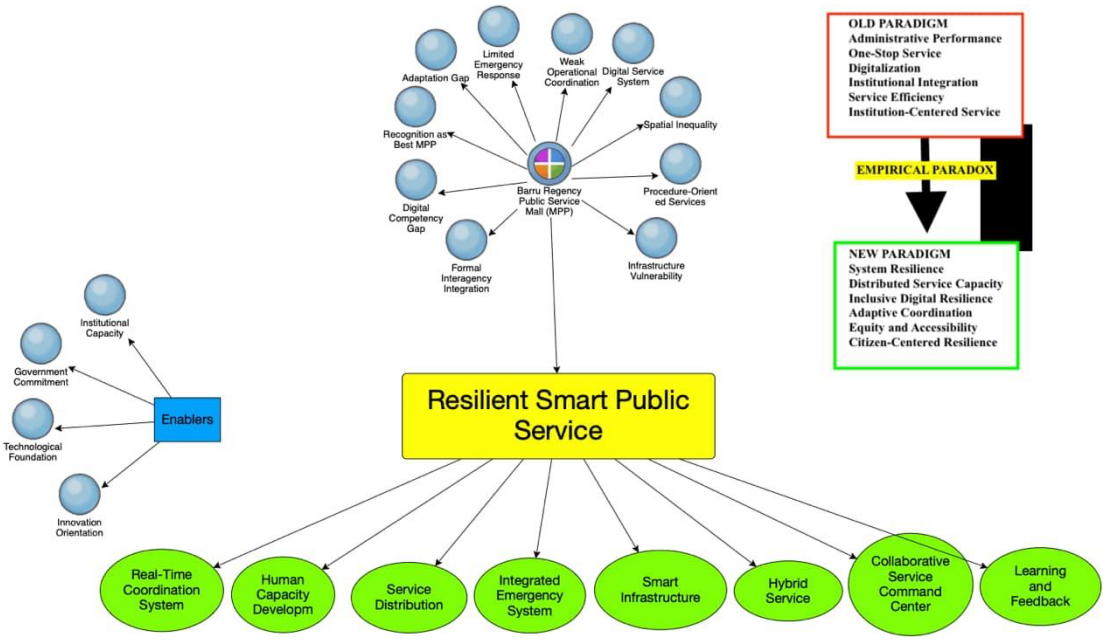


Figure 1. Resilient Smart Public Service. Source: Nvivo Analysis by author research, 2026.

Figure 1 illustrates how institutional capacity is translated into resilient service outcomes. Existing capacities act as enabling conditions that must be activated through adaptive mechanisms (collaboration and service distribution). Adaptation allows institutions to adjust resources to changing conditions; collaboration connects agencies to complex demands; and service distribution extends capacity beyond the centralized MPP. The main contribution of this study lies in developing this model, explaining how institutional capacity is transformed to reach peripheral areas amidst external pressures.

Research Implications

Theoretical Implications

This research contributes to the development of resilience governance in public administration by extending its application from explaining institutional capacity to explaining how that capacity is transformed into resilient service delivery. Previous research largely emphasized efficiency, technology, and digitalization, while ignoring how systems respond to structural vulnerabilities. This study addresses this gap by conceptualizing resilience as a dynamic governance process. Specifically, it identifies institutional adaptation, cross-actor collaboration, and service distribution as the mechanisms connecting robustness and technological capacity with resilient outcomes. The theoretical contribution lies in shifting the analysis from *what* capacities institutions possess to *how* they are mobilized. Effective public service innovation is not defined solely by technological improvements, but by the governance system's capacity to adapt, redistribute, and maintain delivery amid structural disruptions.

Practical and Policy Implications

Practically, the results confirm that the Barru Regency Government must prioritize strengthening internal HR competencies through digital training, problem-solving skills, and a responsive service culture. Furthermore, strengthening basic infrastructure (road access, internet

connectivity, emergency fleets) must be viewed as an integral part of public service reform. The success of the MPP cannot stand alone without an adequate operational support system.

From a policy perspective, this study emphasizes the importance of shifting from government-centered service to networked resilient governance. The Barru Regency Government must strengthen cross-organizational coordination between regional agencies (OPD), vertical agencies, state-owned enterprises (BUMN), the private sector, and local communities to build a resilient ecosystem. Future policies should be directed toward developing inclusive, decentralized, and data-driven systems capable of accelerating responses to disruptions. Therefore, the ideal governance for Barru is one that is administratively efficient, adaptive, collaborative, and capable of ensuring sustainability in various uncertain situations.

Conclusion & Limitation

Conclusion

This study demonstrates that public service innovation through the Public Service Mall (MPP) in Barru Regency represents a concrete form of bureaucratic reform that has successfully improved service integration, administrative efficiency, and public access. However, despite these achievements, public service resilience remains constrained by limited basic infrastructure, unequal access between central and peripheral areas, and suboptimal human resource readiness. These findings indicate that institutional robustness and transformability alone are insufficient to establish resilient public services. From a governance resilience perspective, the Barru MPP is currently transitioning from administrative resilience to systemic resilience—a phase in which formal institutional capacity must be integrated with the broader conditions affecting service continuity and accessibility.

Theoretically, this study contributes to the resilience governance literature by shifting the focus from the mere *presence* of institutional capacities to the mechanisms through which these capacities are *activated* and transformed into resilient public service outcomes. The findings identify adaptation, cross-actor collaboration, and service distribution as the key mechanisms through which institutional robustness and transformability can be translated into continuous, accessible, and responsive service delivery under geographical, infrastructural, and social pressures. This positions resilience not merely as an attribute of the MPP institution itself, but as a comprehensive, system-level governance capacity. Accordingly, the Barru case suggests that resilient public service innovation requires not only administrative and technological efficiency but also the capacity to adapt service arrangements, coordinate multiple actors, and redistribute service capacity to effectively reach peripheral communities.

Limitations and Future Research

This study acknowledges several limitations. First, the analysis of governance resilience relies entirely on secondary and descriptive data, which precludes a full capture of the in-depth empirical dynamics and lived experiences of key actors, such as frontline service officials and the citizens utilizing these services. Second, this study did not quantitatively measure the level of resilience across each dimension (robustness, adaptability, transformability, and collaborative governance), meaning the findings remain inherently interpretive. While these dimensions are analytically interrelated—with institutional robustness providing the foundation for adaptability and transformability, and collaborative governance coordinating these capacities—the absence of quantitative metrics limits a precise assessment of their individual impacts. Third, focusing

exclusively on Barru Regency limits the generalizability of the findings to other regions possessing different geographic, social, and institutional characteristics.

Consequently, future research should aim to develop structured, quantitative indicators to empirically assess the interactions among these resilience dimensions. Furthermore, comparative studies across diverse local government contexts would be highly valuable in testing and validating the configurations of the Resilient Smart Public Service model proposed in this study.

Declaration of Competing Interest

The authors declare that they have no known competing financial interests or personal relationships that could have appeared to influence the work reported in this paper.

Use of Artificial Intelligence (AI)-Assisted Technology

The authors declare that no artificial intelligence (AI) tools were used in the preparation, analysis, or writing of this manuscript. All aspects of the research, including data collection, interpretation, and manuscript preparation, were carried out entirely by the authors without the assistance of AI-based technologies.

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