

# One Stop Service: A Way to Reform Public Service

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## Abstract

This study undertook an analysis of the information available relating to the efforts of the local government to reform public services, especially in relation to the impact of the introduction and operations of *One Stop Service Offices* in local government. The study used a qualitative approach. The results of the study show that the public service reforms undertaken by the local government have been successful, especially in the area of licensing services relating to business and investment through the formation of One Stop Service (OSS) offices. This innovation which has included the implementation of changes in the licensing services procedures, making them more concise and simple. The previous service, which was distributed has now been integrated into a single service office, with the local government also making changes in governance to simplify licensing procedures, thereby resulting in an improvement in the environment for investment and business in the city.

**Keywords:** Good Governance, Public Sector Reform, Public Service, One Stop Service, and Licensing Procedures.

## 1. Introduction

Public services are like a living being. They seem to grow and thrive to keep pace with the times. Everyone wants access to good public services, especially organizations involved in business in a region or country. Public services relate to all the activities undertaken by the government in order to meet the needs of society, either directly or indirectly. One-stop service shops (OSSs) for government services delivery have become a popular and flexible mode of administrative decentralization for delivering government services of various types throughout the world (Turner). Over the last decade, Indonesia has experienced a remarkable political transformation that has led Indonesia to an economic downturn; however, at the same time there have been initiatives to help achieve improvements in economic growth. While other countries in the region have experienced an increase in investment, Indonesia continues to face significant levels of poverty and unemployment. In response, the Indonesian government has encouraged economic growth by trying to attract both foreign and local investment through the introduction of One Stop Services, to simplify business licensing processes. The government has focused on making business licensing easier, fast and transparent. and fast. (Syah et al.)

The Indonesia Government Policy on the Provision of One Stop Services is stipulated within the Regulation of the Minister of Home Affairs No. 24 Year 2006 regarding Guidelines for the Implementation of One Stop Services (OSS) as a service organization for the management of licensing and non-licensed processes, from the proposal stage to the publication of documents (M. of H. A. Indonesia). The aim in establishing OSS is to provide a licensing service that is fast, effective, efficient and transparent, as well as provides legal certainty for private and public investors. The OSS provides a wide variety of permits. The OSS saves time and costs for potential investors.

Licensing services are considered as one of the factors limiting the investment for economic growth in Indonesia. In the past, this process involved as many as 12 stages, and could take up to more than 150 days, the second longest in Asia. In the publication *Doing Business World Bank in Indonesia in 2006* released by Media Indonesia in September 2006, Indonesia was ranked 6th among the ASEAN countries for ease of doing business. In relation to the introduction of its policy of a One Stop Service, the Government of Indonesia has faced a range of obstacles. In the publication *Doing Business in Indonesia in 2012* published by the International Finance Corporation (IFC), the World Bank Group, mentioned that the average licensing process in 20 cities in Indonesia had been reduced from 12

to 9 procedures, with the average time taken being reduced to 33 days (compared to more than 150 days before the introduction of OSS).

Despite the significant improvement in the processing time for business licenses, Indonesia still lags behind the average time for processing applications, relative to other countries in the APEC group. Entrepreneurs in Indonesia had to wait nearly one month longer than in Malaysia, and four times longer than in Thailand. In contrast, New Zealand, Australia and Singapore are reported to be able to process the relevant documentation in no more than three days. In the information extracted from the 2019 World Bank Document *Doing Business in Indonesia*, it can be seen (Table 1) that Indonesia was ranked 7th among ASEAN countries and 120<sup>th</sup> in the world for ease of doing business. (Mentioned Indonesia takes 35 days for 15 the number of procedures and costs as much as 18.7% of Indonesia domestic income) as in Table 1.

**Table 1.** Comparison of ease of doing business in ASEAN countries

Country	World Ranking	Number of Procedures	Time for Processing time (days)	Cost (% of domestic income)
Singapore	1	3	2.5	0.6
Malaysia	6	3	6	7.6
Thailand	18	4	27.5	6.7
Brunei Darussalam	59	15	101	9.9
Vietnam	99	10	34	7.7
Philippines	108	15	35	18.7
<b>Indonesia</b>	<b>120</b>	<b>15</b>	<b>35</b>	<b>18.7</b>
Kamboja	137	11	104	150.6
Laos	159	6	92	6.7
Timor Leste	172	8	94	3.1

(Source: Doing Business 2020, World Bank) [www.doingbusiness.org](http://www.doingbusiness.org)

Table 1 shows the licensing service is a public service which hosted by the government. The poor performance by the government licensing services not only occurs at the national level, but particularly at the local level. In Indonesia, the situation becomes more complicated because of decentralization, which authorizes the granting of licenses by more than 400 local government agencies. With regards to collaboration between the local government and central government, there is a need both for the local government system and the broader public service, including central departments and relevant national agencies, to develop a shared understanding on the role of the local government, based on the vision of *Putting People First* and to use this as the basis of change. The local government sector should play a more prominent role in articulating and promoting the vision and the practicalities of the initiative. It is important to build capacity to enable local authorities to get people to work together on projects at the local level (Ferdian). A difficulty being encountered is effective coordination. Ultimately, the local authorities need to be able to take a lead role, as national agencies involved in local planning have their own priorities. Balancing these activities and responsibilities can be difficult (Boyle and O’Riordan).

Makassar city is one of three cities in Indonesia that were chosen by the Indonesian government to serve as a pilot project for reforming the bureaucracy and public services relating to public and private investment. One of the initiatives undertaken by the city of Makassar in 2009 was the formation of One Stop Services (OSS) offices to make it easier to administer business licensing applications. This article reviews the steps and effectiveness of initiatives of the government of Makassar City to reform public services in the city through the establishment of One Stop Services (OSS) offices.

### 1.1 Objectives

The purpose of this study is to analyze existing information related to local government efforts to reform public services, particularly with regard to the impact of the introduction and operation of the One Stop Services Office in local governments. Because we know that at this time the community is very critical in assessing the services provided by the government, therefore as a good government apparatus we should improve the quality of service to create good governance.

## 2. Research Methodology

This study used a qualitative evaluation approach which aimed to describe the impact of the implementation of the reform of public services through the establishment of unified licensing service offices in Makassar. The research focused on the efforts of the government of Makassar city to reform public services, especially services relating licensing services relating to business and investment in the city, through the establishment of OSS (One Stop Services) offices. The study focused on the Makassar government's efforts and strategies to improve the quality of licensing services. The analysis techniques used the following steps: (1) Performance data analysis, using data from both from interviews and documentation; (2) Data reduction; (3) Data preparation into units; (4) Data categorization; (5) Examination of the validity of the data for research; and (6) Analysis and interpretation of the data with reference to the theory and concepts used (Miles et al.)

## 3. Results and Discussion

Service is a very important component of good governance, especially for the implementation of regional autonomy since, based on the concepts of decentralization policy, regions should be able to be independently managed. In addition, in the era of globalization that is characterized by intense competition in all areas, public organizations can survive and thrive when they know what is best for the people they are meant to serve. As stated by (Thoha), in order to improve the quality of public services, public organizations (public bureaucracy) need to change their position and role (revitalization) in providing public services. The approach needed to achieve 'good local governance' and avoidance of mal-administration is one which is realistic, pragmatic and efficient.

In Makassar, there is a One Stop Service (OSS) program which was considered a breakthrough in providing services to the public. Because Makassar is a city that relies on the potential of its services, then it needs to give prime consideration to potential investors. One aspect of this is by providing appropriate procedures handling licensing.

In order to improve the quality of services to the public, the licensing services agency which was originally called the Integrated Service Unit, has, since 2010, been turned into a One Stop Service (OSS) as part of the reform of the management structure. The objective of this change is convert to transform the government bureaucracy to become 'the servant of the people'. This is consistent with the vision of OSS vision, which is believed to be an institution that upholds simplicity, transparency, timeliness and quality in the public service. The OSS mission is to improve the quality of public services, encourage increased community participation in development activities, improve the effectiveness and efficiency of public services, and to improve the image of the state apparatus. The mission and vision of OSS will be realized if the service function is focused on promoting the values of simplicity, transparency, timeliness and quality of services provided to users of the services, which, in this case, is the community. The simplicity can be seen from the procedures involved in licensing services that are now straightforward, easy to understand and easy to implement.

In January 2010, the Integrated Services Unit changed its name to *One Stop Services*. Previously the responsibility for the Integrated Services Unit was held by a coordinator. Services and licensing are now easily met. Transparency is apparent from how the employee is able to provide explanations truthfully in relation to the regulations, and the socialization of service standards to the widest public. Then, timeliness of services is most important for service users. The aim is to provide a good quality service which meets the needs/satisfaction of the people, with the services provided being in accordance with the expectations the service recipients.

The community service can be said to be good (professional) when people can obtain quality services within a short time-frame and at low cost. Such conditions can be realized when public organizations are supported by qualified and adequate staff who supported by appropriate equipment r and financial resources (Firdaus). In order to provide an understanding of the bureaucratic reform process in the field of licensing services, the authors describe in detail, the public service paradigm shift within the context of the following indicators: 1) The service system; 2) Duration time; 3) Authority; 4) Procedure; 5) Applicant permit number. These indicators are intended to show the changes in the licensing service system following the upgrading from the old system to the new system (OSS).

### 3.1 The Service System

In Indonesia there are various concepts of public services. For example, minister of state apparatus ofn Indonesia (M. A. N. Indonesia) describes public services as a system of services provided by government agencies within the context of duties, functions and authority. For example, if an applicant required a Building Permit (IMB), several

processes were involved. First the applicant would need to contact the Department of Urban Spatial for the maintenance of Business License and Trade (original), then the Department of Industry and Trade, to permits interference, then the Environment Agency, and so on. The upgraded One Stop Service (OSS) now provides an integrated service, with several government agencies working together at a single location. In this system, an Integrated Service Unit (ISU) is a technical unit that designates the place to provide the entire licensing process. If an applicant wants an IMB, Business License or HO, they simply come to the ISU. The One Stop Service (OSS) provides an integrated service for those needing to contact individual or several relevant government agencies. The program of integrated services provided by government agencies through the OSS is also referred to as 'Excellent Service'.

In Makassar, the licensing services better known by one stop service system (OSS) whose authority is held by the Office of Integrated Licensing Services. Change of functional service system into the system of the roof and then the last one being the door is the city government's efforts to improve the quality of public services. It is backed reality in the field of public services in Indonesia showed that the services provided by our highly complicated bureaucratic, procedural, convoluted, long, wasteful or inefficient and ineffective (Sulfiani and Ulfa). As described by H. Taufik Rachman SE, M.Sc. KPPT head of Makassar, when author inquire about licensing system changes in Makassar. He described the change was greeted positively by the community, especially businesses.

*"Used to be bussineses protest that take care of licensing it really difficult, long, and expensive. That was before he (Ilham Arief Sirajuddin) became mayor. Well then in 2010, which is such a revamped all. Now businesses can simply come to KPPT. Not hard, simple, not expensive. In a sense, if they collected money in 1000 Rupiah, we are transparent. For what the money, we explain charged 1000 rupiah because this money and so forth. So transparent. Paradigm that had a long, expensive, and difficult ... now become faster. Sometimes businesses are also (say) has different than before ... he said it was different it means a better performing right now .... "(The results of the interview dated 10 July 2020)*

Presence of the structure and function overlapping bureaucracy lead to inefficient and responsibilities are not clear. Hence then since 2010 Makassar start one stop service system, where the ease and accuracy of service delivery to the community is a priority. Changes in values as described Taufik Rachman is the first step in the realization of the bureaucracy of government management. There is a desire to change the old paradigm which is difficult and tend to be closed for more transparent and easier. One-stop service (OSS) will make the bureaucracy more efficient activity. Due to manage multiple licenses at the same time, people do not need to be bothered the trouble spots. Centralizing this process will also make work more effective. Public service providers must be required to work much more closely in partnership, to integrate service provision and thus improve the outcomes they achieve (Reski). We must prioritise expenditure on public services which prevent negative outcomes from arising. And our whole system of public services – public, third and private sectors – must become more efficient by reducing duplication and sharing services wherever possible (Christie).

### **3.2 Processing Time**

The strength of the relationship between processing time and satisfaction level depends on the length of customers' prior experience with the organization (OSS). Customers who have many Months experience with OSS generally have high levels of satisfaction, as they are familiar with the new information and processing system. The processing time also usually reflects whether a customer has experienced earlier service transaction problems or application failures. The effects of perceived losses arising from transactions or service failures has an impact on perceptions of service satisfaction (Bolton).

In accordance with the legislation of the Mayor of Makassar No. 2 Year 2007 concerning the Second Amendment, Makassar's Major Regulation Number 13 Year 2005 concerning the Delegation of Most of the Authority of the Mayor to the Coordinator of the Integrated Service Unit Makassar, Section 3A, mentions that 20 types of licenses can be issued by the Integrated Service Unit. These licenses include: 1). Permit to modify or demolish buildings (IMB); 2). Building Usage PermitS (IPB); 3). Planning Advice (AP); 4). Location Permits; 5). Location Recommendations; 6). Trading Business Licenses (IUP); 7). Industrial Business License (IUI); 8). Building Signs (TDG); 9). Company Registrations (TDP); 10). Disturbance Permits for Place of Business (HO); 11). Installation Permit Advertising; 12). Permits for Service Travel Agencies; 13). Tour Guide Services Licenses; 14). Permits for Impersariat Services; 15). Tourism Information Services Licenses; 16). Permission for Services Conventions; 17).

Hotel/Inn Permits; 18). 18) Restaurant Permits; 19). Food and Beverages Permits; and 20). General Building Permits.

Generally, the adoption of new approaches in the work environment, result in reduced work time (for the same work related issues). This is reflected in the new licensing processing in OSS Office Makassar. For each type of license to be issued, the OSS Office has a standard time for processing licensing applications that can sometimes involve less than 10% of the processing time in the old system (Table 2).

**Table 2.** Duration for processing licenses in One Stop Service Offices (OSS)

Categories of permits/licenses	Service duration	
	Before OSS (days)	After OSS (days)
Advice Planning (AP)	60 days	6 days
Building Permits (IMB)	90	6
Building Usage Permits (IPB)	60 Days	6 Days
Disturbance Permits Place of Business (HO)	30 Days	6 Days
Trading Business Licenses (IUP)	14 Days	4 Days
Industrial Business Licenses (IUI)	14 Days	4 Days
Company Registration (TDP)	14 Days	4 Days
Signs List Building (TDG)	14 Days	4 Days
Advertisement of Installation Permit	7 Days	< 1 day
Hotel Business Licenses	30 Days	7 Days
Inn Permits	30 Days	5 Days
Restaurant Business Licenses	30 Days	5 Days
Food and Beverages Shops Permits	30 Days	5 Days
General Meeting Building Permits	30 Days	5 Days
Travel Agency Permits	30 Days	5 Days
Travel Guides Permits	30 Days	5 Days
Impresario Permits	30 Days	5 Days
Tourism Information Permission	30 Days	5 Days
Conventions Permits	30 Days	5 Days

Source: OSS Makassar City, 2020

### 3.3 Authority

The duration of the turnaround time for processing application licenses which has now become much faster, as described earlier, reflects the functional changes in the One Stop Services (OSS) system. In the past, processing could take longer than a year. Under the OSS system, because of the integration of all services, they have become much faster. The reduction in the time taken to consider licensing applications also reflects a reduction in the number and categories of licensing. Under the old system, authority for the issue of licenses was with the mayor, who delegated authority to heads of technical units. Under the OSS system, the issuing authority has been delegated to OSS Office where the authority is held by the Office head.

*"That the excess function of the one stop services. Its power is in the authority receives, processes to publish. And why publish? Because there is Makassar's Major Regulation saying that the OSS Office has been given the authority to sign licenses. So the concept of OSS (one stop service), stop at OSS Office was thus already be introduced. "(The results of the interview on 10 Juli 2020, with H. Taufik Rachman SE, M.Sc.)*

The authority of OSS is clearly regulated within Makassar's Major Regulation Number 13 Year 2005 (Article 2), in reference to about the delegation of authority of the mayor to the Coordinator of Integrated Service Unit Makassar, which states that the delegation of part of the authority the mayor of the Coordinating Technical Executing Unit (CTEU) (referred to in Article 1) relates to (a) the provision of public service information; (b) acceptance and validation of application filed; (c) research and inspections; (d) signing the service/licensing agreements; (e) managing the receipt and deposits relating to public service costs; (f) printing of public service documents; (g) electronic archive storage; (h) other issues related to the public service.

Based on the delegation of authority to head of OSS, the OSS Office can quickly process permits without delays relating to accessing published documents or waiting for the signature of the mayor. Without the transfer of this authority, it would be difficult to improve the efficiency and effectiveness of the public service.

*"... So again if we speak of normative authority of this name .. So flexible or not it's up to him really .. so do not have to wait for him .. do not need to have a secretary of the region; do not need a major assistant .. there is sufficient support in the unit which he was appointed earlier. Why appoint OSS OFFICE... because from the beginning we've been guarding the licensing problem was that .. in 2009... one roof .. has now become one stop services. "(The results of the interview on 10 July 2020, with H. Taufik Rachman SE, M.Si .)*

Therefore, to meet the public demand for a fast service, authority was delegated to the OSS Office. This represented a breakthrough that made the OSS Office a service Office that handles business licensing. The primary objective of the delegation of authority is to foster the more efficient use of resources and facilitate the emergence of more agile and responsive organizations, thus enhancing overall performance. Performance improves when the people who are closest to the work have managerial authority and responsibility delegated directly to them; public institutions have to ensure that the internal processes provide managers with the authority and flexibility they need to contribute to the organization's mission (Garoupa and Mathews). Public services reflect the external (customer oriented) point of view, whereas a process refers to the public administration's internal viewpoint, which also reflects the public administration's organisational and functional fragmentation, responsibility and domain expertise (Wimmer).

### 3.4 Procedures

Licensing mechanisms often make the applicant feel tired and regard the process time-consuming. Independent of the costs and requirements that must be met, the former bureaucratic model was considered too long and wordy. To obtain a permit, applicants often had to go through several units / officials. However, under the new service system, the permit process is much simpler and all the requirements can be resolved in the OSS Office. Specifically, in relation the administrative requirements, the OSS also facilitates the process and requirements, as reflected in the comments of the head of OSS.

*"Yes .. because in this OSS, applicants can get to file of documents, and then processed until published. In addition, individual license applicants do not require a lot of documents for different types of licenses. And if the conditions are met, the publishing process can be completed within 4-6 days. "(The results of an interview on 10 Juli 2020 with H. Taufik Rachman SE, M.Sc.)*

In reference to the administrative requirements in relation to licensing registration, the OSS system uses only one form for all types of licensing. This is in contrast the old service system which used a separate form for each type of license. Applicants also felt that filling out the form was very complex.

*"... Yes, because seeking licensing permission was from the same person, so it only took a photocopy of ID card or a 1 sheet certificate only. Thus the process is becoming more concise. But if that's the cost in accordance with which is specified in local regulations. "(The results of the interview on 10 July 2020, with H. Taufik Rachman SE, M.Sc.)*

Obviously the one-stop service system (OSS) is more efficient in terms of requirements and time, for within. OSS Office Makassar all the licensing processes can be taken care of in one place using single application formats. This saves applicants a lot of time in dealing with the licensing board. When the requirements are met, applicants can get their license within 4 to 6 days. Even if, Taufik<sup>1</sup> added, more concise processing is a part of the consequences of the policies issued by the mayor, which authorizes the OSS Office to issue a permit.

*"... Here, the mayor authorized the OSS Office. And here OSS Office also has the authority to coordinate the friends associated with obtaining such permits. So it should support each other to reduce the process which was previously quite long. Yes, it is ... if you want to permit sufficient in OSS Office only. Do not need to go anywhere else.. "(The results of an interview on 10 July 2020, with H. Taufik Rachman SE, M.Sc.)*

Once all the requirements are met, field inspections are undertaken of the location to which the license application relates. Under the old licensing system, each application was often associated with many field inspections. However, within the OSS system, only a single inspection is required. The new system certainly reduces the operational costs for license applicants. The OSS Office is also supported by technical field personnel who are able to check the correctness of the data in the field.

*"... And the other permits it I may say we must to be checked into the field. So between the data of applicants and the conditions on the ground should be the same. It is no news show. But if in other cities there are some that are not there. If we need such ?? . Because .. sometimes intentionally or not written at the data and different field conditions. And more profitable again, Makassar that's not too broad. Only 178 km. if the course deserted, half an hour can be completed. Usually day 2 or 3 we check. Simultaneously several permits us to check into the field. "(The results of the interview on 10 Juli 2020, with H. Taufik Rachman SE, M.Sc.)*

The aim of the One Stop Services (OSS) system is to operationalize these concepts by developing and implementing streamlined and improved ways for citizens to access information and interact with government departments and agencies. The improvements include more readily identifiable points of contact; more streamlined approaches to management of information and for service providers; simplified administration arrangements and improved coordination and management of transition between transactions (PwC)

### **3.5 Number of Permit Applicants**

The system changes within the context of the One Stop Services has also had an impact on the number of business licensing permits being issued. Under the old system which involved nine categories of permits, up to about 7,000 permits were being issued annually. Under the new OSS system, the number of permits issued annually has increased to about 10,000 permits in 20 categories. The increase in the number of permits being issued reflects improvements in the procedures for considering and issuing permits. The increase in the number of applicants is an indicator of the perception that the upgrading and integration of the licensing system under the OSS reflects a more positive assessment of the licensing system. The author also asked whether the ease offered by OSS process is in line with the growing enthusiasm of the people. The word 'bureaucracy' has generally been used in a sarcastic context, implying long, cumbersome and wasteful procedures. However, what is now being offered through OSS Makassar can be considered as being positive. Taufik Rachman has stated that the quantity of data provided is not the basis for the issue of permits.

*".. There are also behavioral changes of society. In terms of the quantity of permits being issued, this has increased by about 50 percent. This is one of the indicators which is can be used to describe the positive response. But if I say the people are satisfied, yes it was in terms of quantity there is increasing .. "(The results of the interview on 10 Juli 2020, with H. Taufik Rachman SE, M.Sc.)*

## **4. Conclusion**

The public service reforms undertaken by the government of the city of Makassar have been successful, especially in the area of licensing services, following the introduction of One Stop Services (OSS) Offices. The innovation of OSS by the city of Makassar in providing licensing services have made licensing services more concise and simple, this also being reflected in a significant drop in the time required to provide the needed services. This has been achieved by providing the licensing authority in the OSS alone, so license applicants do not have to visit several Offices or agencies. In addition, the government of Makassar City has also change governance laws and processes to further simplify the licensing process, so that the process is much more refined and quick to implement. The net result of the reform of public services into integrated services Offices has resulted in an increase in the number of license applicants, reflecting a better atmosphere for investment and business in Makassar City.

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