
BUREAUCRACY REFORM IN IMPROVING THE QUALITY OF LICENSING SERVICES

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ABSTRACT

KEYWORDS

Good Governance,
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This study aims to describe the implementation of Bureaucratic Reform and the Quality of Licensing Services at the Investment and One Stop Service Office of East Nusa Tenggara Province. This study uses a qualitative descriptive approach with data analysis techniques using an interactive model developed by Miles and Huberman. This research was conducted at the Investment Office and the One Stop Service Office of East Nusa Tenggara Province with a number of 20 informants consisting of employees and permit applicants as users of licensing services. The sources of data in this study are primary data and secondary data with data collection techniques through interviews, document studies, and observations with validation of research results using triangulation techniques. The results of the study indicate that from the aspect of structuring Human Resources, bureaucratic reform has not been carried out optimally, but from the aspect of structuring management, institutional structuring and accountability, bureaucratic reform has been carried out despite budget constraints. Meanwhile, the quality of licensing in terms of tangible, reliability, responsiveness, assurance, and empathy, has mostly met the expectations of service users despite budget constraints in optimally utilizing technology. Overall, the bureaucratic reforms implemented can improve the quality of licensing services at the Investment and One Stop Service Office of East Nusa Tenggara Province.

INTRODUCTION

In the era of Jokowi's administration, bureaucratic reform is one of the president's *nawacita* for the development of a government that is transparent, clean, effective, and efficient. The contents of the president's *nawacita* on the second point are "to make the government always present by building clean, effective, democratic, and reliable governance" with the priority sub agenda of building transparency in governance, carrying out bureaucratic reform, and opening up public participation (Djani, 2020). The second point of *Nawacita* is the main reference for the Ministry of State Apparatus Empowerment and Bureaucratic Reform (PANRB), as the prime mover of bureaucratic reform, to formulate, and coordinate the implementation of policies on the utilization of state apparatus and bureaucratic reform. One of the real efforts is to cut the bureaucracy of licensing and non-licensing services with the establishment of One Stop Services (PTSP) under the control of

the Investment Coordinating Board (BKPM) based on Presidential Regulation Number 97 of 2014 concerning the Implementation of One Stop Integrated Services (PTSP) (Dwiyanto, 2021). With the existence of PTSP, licensing services are integrated in a single process starting from the application stage to the stage of completion of service products through one door and only carried out in one place so as to cut down the convoluted and lengthy service procedures (Dwiyanto, 2013). The community will take care of the previous permit through a technical agency with a service process and carried out in several places so that it takes quite a long time. Meanwhile, in one-door service, services are held in one place covering various types of services that have a process linkage and are served through one door. Thus, the long processing of permits due to passing through various doors and taking a long time can be avoided. The purpose of implementing One Stop Services is to improve the quality of public services, to provide wider access to the community to obtain public services. Meanwhile, the target is the realization of public services that are fast, effective, efficient, transparent, and certain (Kairupan, 2015).

In the context of implementing Bureaucratic Reform in East Nusa Tenggara Province, Bureaucratic Reform is one of the missions of the Provincial Government of East Nusa Tenggara, namely the fifth mission: realizing government bureaucratic reform to improve the quality of public services (Muhammad, 2019). The commitment of the Provincial Government in implementing Bureaucratic Reform is shown by the increase in the Bureaucratic Reform Index of East Nusa Tenggara Province from year to year. In 2021 the Provincial Government achieved the Bureaucratic Reform Index of 61.50 points with a B predicate. This index increased 0.74 points from 2020, which was 60.74 points with the same predicate (Mulyadi, Gedeona, & Afandi, 2016). The bureaucratic reform assessment index at Ministries/Institutions/Local Governments uses the Self-Assessment Model for the Implementation of Bureaucratic Reform. Bureaucratic reform programs as components of levers and targets of bureaucratic reform as a result. Thus, the programs set out in the Road Map of bureaucratic reform are processes that become levers that are expected to be the targets of a clean and accountable government, capable government, and excellent public services (Minister of Administrative Reform and Bureaucratic Reform Regulation No. 2020 concerning Guidelines for Evaluation of the Implementation of Bureaucratic Reform). The Leverage component consists of three aspects, namely: the fulfillment aspect, the result between the areas of change, and the reform aspect (Muslim, 2018).

In line with the general goal of bureaucratic reform, namely improving services to the community so that excellent service or quality service is achieved, the implementation of bureaucratic reform can be said to be successful if it provides excellent public services. Excellent service is the provision of the best possible service to customers, so that customers feel satisfied. In the current era of globalization, the paradigm of public services has begun to shift from a closed service system with limited public participation to a service that is transparent and requires public participation (Purwanto & Pramusinto, 2009). Therefore, the government is required to be able to understand and respond well to various problems, so that the public services provided can meet the needs of the community correctly and appropriately so as to provide excellent satisfaction for the community who use these services (Rahayu & Juwono, 2018).

Public service is defined as a series of activities in the context of fulfilling service needs in accordance with the laws and regulations for every citizen and resident of goods,

services, and/or administrative services provided by public service providers (Rohayatin, 2017). The scope of public services includes public goods services and public services as well as administrative services regulated in laws and regulations (Law Number 25 of 2009). Administrative services are services that produce various forms of official documents required by the public. For example certificates, permits, recommendations, written statements, and others. Examples of this type of service are licensing services such as: land certificates, IMB services, and population administration services (Rudiansyah, Argenti, & Febriantini, 2022).

Licensing is one of the important aspects in public services because licensing plays an important role in our lives. Licensing is the granting of legality to certain people or business actors/activities, either in the form of permits or business registration marks (Regulation of the Minister of Home Affairs Number 20 of 2008). Without permission, there are many things we cannot do, including doing business activities. To open a business, we need a permit (Sadikin, Mardiyono, & Wijaya, 2012). Therefore, the permit is juridically important evidence. Through licensing services, the government and the community interact so clearly and directly. Thus, government services are at the forefront of government services to the community so that the overall performance of the government is judged on how good the service of this licensing unit is (Savinatunazah, 2019).

On the other hand, licensing is to give legality to a person or business actor/certain activity so that the permit is a crucial thing to be fulfilled in order to carry out various types of business. However, the party who holds the permit can run his business in a responsible manner so as not to cause damage to the environment and cause harm to the community and the state. For example, the mining business in Indonesia has caused a lot of environmental damage and social conflicts in the community. Communities living around the mines bear various social losses including: loss of clean air, loss of water sources, loss of managed areas, and even loss of sovereignty as the legal owner of the land (Setyono, 2019).

The presence of One Stop Services in the regions is expected to increase the ease of doing business and regional competitiveness, realize legal protection and certainty for the community, and provide wider access to the community to obtain excellent service (Regulation of the Minister of Home Affairs Number 138 of 2017). The implementation of licensing services in the regions, especially the Province, is carried out by the Provincial Investment Office and One Stop Integrated Service. In 2021, there were 117 licenses and 28 non-licensing that had been delegated to the NTT Province One Stop Investment and One Stop Service Office based on Governor Regulation Number 37 of 2021 concerning Delegation of Authority from the Governor to the Head of the Investment and One Stop Integrated Services Agency to Sign Licensing and Non-Licensing within the East Nusa Tenggara Provincial Government with 15 licensing fields including: Health, Transportation, Marine and Fisheries, Agriculture and Plantations, Energy and Mineral Resources, Education and Culture, Industry and Trade, Public Works and Public Housing, National Unity and Politics, Tourism and Creative Economy, Livestock, Environment and Forestry, Social Affairs, Cooperatives, Manpower and Transmigration, and Investment (Silalahi, 2018).

In the context of implementing bureaucratic reform at the Investment and One Stop Service Office of East Nusa Tenggara province, it has been implemented since 2019 but has only begun to fulfill 8 (eight) aspects of change with the formation of a bureaucratic reform

team since 2000. There are eight areas of changes to bureaucratic reform based on the Ministerial Regulation Empowerment of the State Apparatus and Bureaucratic Reform of the Republic of Indonesia Number 25 of 2020 concerning the Road Map of Bureaucratic Reform 2020-2024 including: change management, policy deregulation, organizational structuring, management structuring, structuring personnel human resources, strengthening accountability, strengthening supervision and improving public services (Sudrajat, 2015).

The NTT Province DPMPTSP Bureaucratic Reform Index in 2021 by the Ministry of State Apparatus Empowerment through the Regional Organization Bureau is 80.08 with very good criteria which means it has met the characteristics of performance-based organizations but has not been able to realize the overall target of bureaucratic reform at the regional level, namely the government that clean and accountable, capable government, and excellent public services. In 2021, the value of the aspects of bureaucratic reform at the Investment and One Stop Service Office of East Nusa Tenggara province in the first and second semesters with the highest score of 4 points from the aspect of Institutional Arrangement and Strengthening because institutional evaluation has been carried out and followed up while the lowest score is from the aspect of Policy deregulation due to a lack of harmonization where the identification, analysis, and mapping of policies that are not harmonious and hinder only partially or not entirely (Wulan & Mustam, 2017). Meanwhile, the second lowest score was in the first semester on the management aspect and the second semester on the Human Resources management aspect. Meanwhile, on the other hand, the Ministry of State Apparatus Empowerment and Bureaucratic Reform's assessment of the performance of the Provincial Investment and One Stop Service Office as a Public Service Provider Unit in 2020 was 2.6 points (enough) from the highest score of 5 points (excellent service) and the ombudsman's assessment of the level of compliance by looking at physical appearance is 62.86 with a moderate level of compliance (Sujipto, Haning, & Suratman, 2019).

Theoretically, aspects of bureaucratic reform in realizing Good Governance in relation to public services starting from micro to macro aspects are guided by 4 (four) aspects of change, namely: changes in attitudes and behavior of officers (HR management), changes in work processes and procedures (management arrangements), changes in the organization (institutional arrangement), and changes in the overall system and subsystem or accountability. These four aspects are needed by the community in public services. In addition, inherently these four aspects have summarized the other four aspects (Tanti, 2015).

Overall, the assessment of bureaucratic reform at the Investment and One Stop Service Office of East Nusa Tenggara Province is very good, but when viewed partially, the 2 (two) lowest points of the four aspects stated above include the arrangement of governance and arrangement of Resource Management. Man. In addition, the assessment of bureaucratic reform with a very good category owned by the Office of Investment and One Stop Services of East Nusa Tenggara Province should have a positive effect or improve service quality as the goal of implementing bureaucratic reform. Therefore, this study was conducted to determine the bureaucratic reforms carried out at the Provincial Investment and One Stop Service Office in improving the quality of licensing services at the East Nusa Tenggara Province Investment and One Stop Integrated Service Office.

METHOD RESEARCH

This research is a qualitative descriptive study conducted at the Office of the Investment and One Stop Service Office of the Province of NTT with 20 informants consisting of employees and permit applicants as users of licensing services. The data sources of this research are primary and secondary data and for the collection of these data, especially primary data, the data collection techniques used are document studies, interviews and observations and then analyzed using the data analysis model from Miles and Huberman (1992:16) data reduction, data display and conclusion drawing/verification.

RESULTS AND DISCUSSION

This study focuses on four aspects of bureaucratic reform starting from micro aspects to macro aspects, namely: human resource management, management arrangement, institutional arrangement and accountability, and the five aspects of public service quality, namely: *tangible*, *reliability*, *responsiveness*, *assurance*, and *empathy*. The following discussion is the result of data analysis from the results of research on the application of each of these aspects in the Investment and One Stop Service Office of East Nusa Tenggara Province which will be described descriptively in narrative form. Thus, it is expected to provide input in the implementation of bureaucratic reform and improving the quality of public services with the results of research and discussion as follows:

A. Bureaucratic Reform

1. Human Resource Management

The arrangement of Human Resources will bring about changes in the attitudes and behavior of the apparatus so that it is the smallest aspect of bureaucratic reform. However, changes in the behavior of bureaucratic officials need to be supported by bureaucratic openness in respecting creativity and innovation so that changes in personal behavior will have an impact on changes at a higher level. Structuring Human Resources consists of sub-dimensions: placement of employees according to expertise; proportional division of tasks, functions and workloads; the existence of an effective education and training system; and improvement of the personnel information system (Yusriadi & Misnawati, 2017).

At this service, employee placement has been carried out through an analysis of positions and workloads stipulated in the Decree of the Governor of East Nusa Tenggara Number: 368/KEP/HK/2020 concerning the Results of Position Analysis and Workload Analysis of the Provincial PMPTSP Office with 58 job classifications. Thus, the placement of employees is adjusted to the level of education and education and training that is followed.

In addition, the placement of employees in this office has met the educational qualifications required in the Job Analysis and Workload Analysis Information System (SINJAB) application, for example in the position of licensing document analyst with the requirements for an undergraduate education level in law/administration/government or other relevant fields. with the duties of the position, as well as employees who are placed in these positions have the appropriate educational level qualifications, namely S1 Agriculture which is relevant to the field of agricultural permits from 15 areas of permits that are under the authority of the Investment Office and PTSP of the Province of NTT.

At this service, the education and training system has not yet been carried out, starting with an analysis of training needs, planning and then implementing it as a whole. Although each department has taken these steps, but not in an integrated system so that employee competency development is uneven because some follow the technical

guidance and others continue to work in public services in the office. In addition, there has been no *transfer of knowledge* from employees who have attended the training to participants who have not attended the training.

But on the other hand, improvements to the personnel information system have been implemented in this service. Openness to the improvement of the personnel information system is shown by the activeness in coordinating with the Regional Personnel Agency to conduct socialization of the new information system and the participation of most of these service employees in participating in the socialization, both directly and virtually.

The personnel information system, especially for evaluating employee work performance in 2022, has improved compared to last 2021 where this year has used Employee Performance Targets based on *performance tools* according to the instructions in the Regulation of the Minister of Empowerment of State Apparatus and Bureaucratic Reform Number 8 of 2021. Thus, there is a change in meaning from Employee Work Targets to Employee Performance Targets so that this year's assessment has targets on activities and work carried out to support unit (service) performance or is called performance-based (performance tool). In addition, in this new system, Employee Performance Targets are reported in daily activities, different from the previous one in Employee Work Targets only monthly and annually so that the input of Employee Performance Targets has been carried out up to the current date. Both the personnel and the employees themselves are open to changes in the personnel information system with socialization and ongoing coordination with the liaisons of the Regional Personnel Agency so that the use of the new application can run properly and correctly.

Professionalism is a required character of the current bureaucracy to improve competence in serving the community. The expected conditions in the arrangement of Human Resources are improvements in the number, composition, competence, and distribution of Human Resources. This effort is carried out through Position and Workload Analysis where the HR needs of each section in the service will be obtained from the results of the ABK Anjab. Thus, employees have been placed according to their expertise but the division of tasks and functions has not been carried out proportionally due to limited competent human resources and changes in the shift in human resources so that the composition and distribution of human resources is uneven. Thing This is also influenced by the implementation of the training system that has not been effective so that the development of employee competencies is still uneven. Only some of the apparatus are involved in education and training whereas with a high level of education and broad knowledge will encourage the apparatus to be professional. Thus, only a small proportion of the apparatus have changed attitudes and behavior. In fact, changes in personal behavior will also be able to bring changes to work processes and procedures. Less than optimal placement of Human Resources can result in less than optimal service results. Public bureaucratic apparatus must always try to update the way it works to be able to provide quality public services. Therefore, from the aspect of structuring Human Resources, the implementation of bureaucratic reform has not been carried out optimally.

2. Management Arrangement

The management dimension is a change in the ways and procedures in carrying out work. This dimension includes several aspects including: mechanisms, systems, and procedures that are concise (not convoluted) and easy which are also shown in business processes and standard operating procedures, proper and correct archive management,

optimization of the use of information and communication technology to ensure accuracy of service and management of adequate work facilities and infrastructure.

From an interview with the Substance Coordinator for Integrated Services, it is known that the local government's commitment to supporting investment is manifested in community involvement in the preparation of public service standards, especially in licensing services.

The business process map has been established by Governor's Decree No. 401/KEP/HK/2021 and is currently in preparation for adjustment to the new Organizational Structure. However, the Standard Operating Procedures that have been set are only Standard Operating Procedures for licensing services and are currently in the process of adjustment following the changes to the Governor's Regulation on Delegation of Authority from the Governor to the Head of the Investment Office and PTSP. Meanwhile, the Government Administration SOP is in the process of being readjusted with the new Organizational Structure, Duties and Functions of the service. Standard Operating Procedures and business process maps that have been established are in accordance with the guidelines for their preparation. The SOPs used have met the principles of convenience and clarity with procedures that are easy to understand and apply even for newly placed apparatuses in accordance with the guidelines for the preparation of SOPs in the Regulation of the Minister for Empowerment of State Apparatus and Bureaucratic Reform Number 35 of 2012. meet the principles set out in the Regulation of the Minister of Empowerment of State Apparatus and Bureaucratic Reform Number 19 of 2018 which is simple representative with business processes that are described simply to represent all organizational activities.

The business process map is a description of the process of carrying out the duties and functions of the office. Therefore, this service business process map consists of main processes, supporting processes and other processes. The main process describes the linkages between the four substances, starting from developing the investment climate, then promoting regional potentials and escorting investors to invest by obtaining business permits and monitoring and monitoring to ensure that investments go according to plan. The supporting process is a process that supports the implementation of the main processes related to the managerial functions of the organization. The business process map of the NTT Provincial Investment and One Stop Service Office can be seen in the following image.

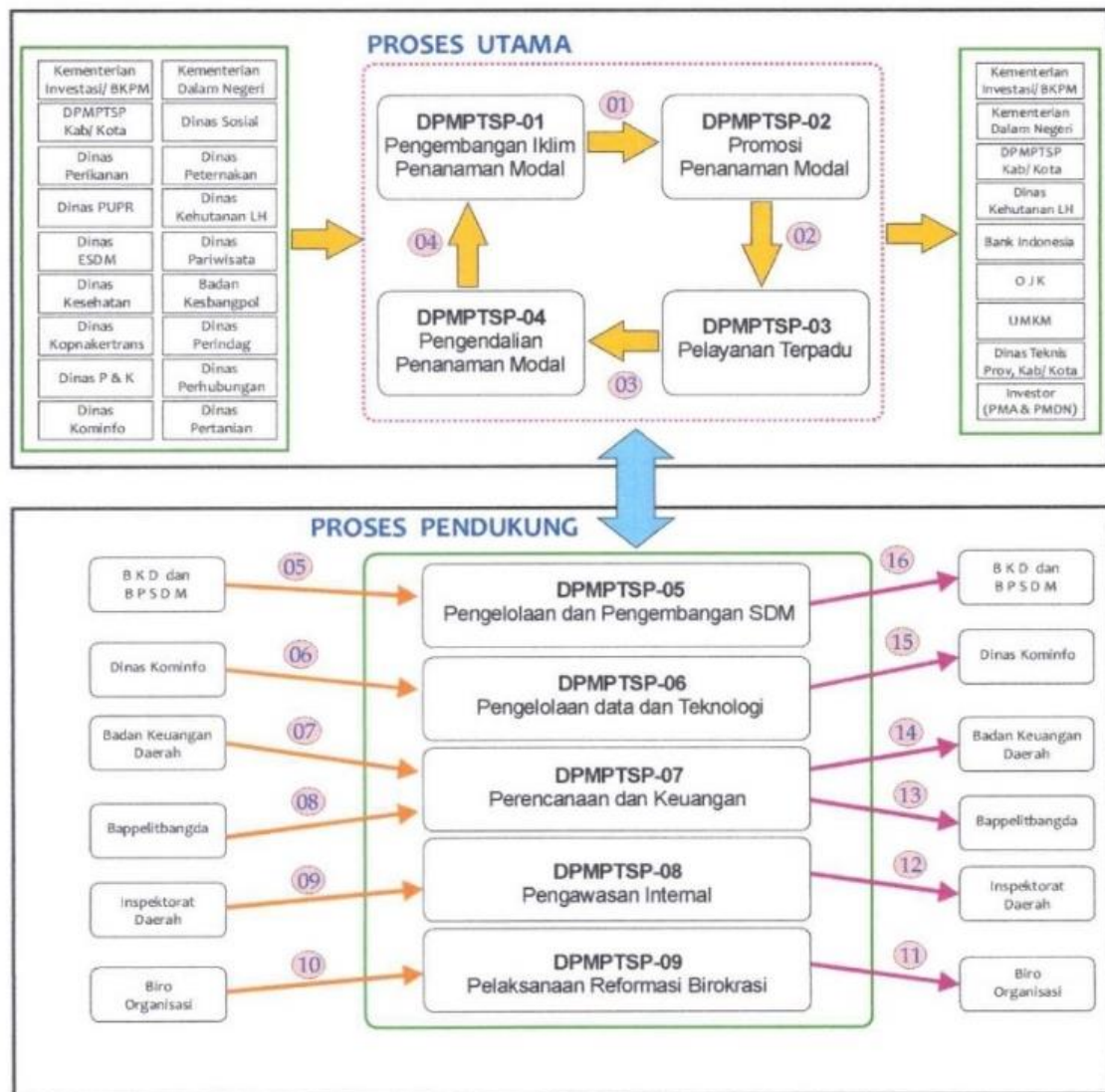


Figure 1. Business Process Map of the Investment Office and One Stop Service for East Nusa Tenggara Province

Meanwhile, Standard Operating Procedures for Government Administration, especially for licensing services, are stipulated by Governor Regulation Number 44 of 2018. The preparation of Standard Operating Procedures takes into account convenience, clarity and is easy to understand and apply. This SOP then underwent an adjustment in 2021 by cutting the flow where previously the permit that had been signed by the Head of Service would be returned to the secretary then given to the PTSP substance to be given to the applicant, but in the adjustment of the SOP, the flow directly from the Head of Service was returned to the substance of the service so that from 10 steps become only 9 steps in the SOP flow for new permits and non-permits. In addition, the permit issuance period is relatively short when the file is complete. For example: research permits starting from 1 hour and other permits that already have technical recommendations starting from 1-3 days. However, in fulfilling the commitment to obtain recommendations for each permit, it varies depending on the level of risk and the wide scope of the permit, starting from 7 days for a Transportation Sector permit up to 30 days for a Mineral and Coal

Sector permit. The comparison of the licensing service mechanism in the Operational Service Standards in 2021 and the 2018 Standard Operating Procedures can be seen in the following two images.

In addition, the stages of activities in the flow of this permit use clear and easy-to-understand language so that it is also easy to apply. The management of archives at this service has referred to the Governor's Regulation concerning archive management in 2020. The Governor's Regulation regulates the mechanisms, procedures, and procedures for managing various types of archives including: Governor Regulation Number 73 of 2020 regulates the management of static archives, Governor Regulation Number 74 of 2020 regulates the management of active archives, Governor Regulation Number 75 regulates the management of dynamic archives and Governor Regulation Number 76 regulates the management of vital archives.

The procedure for managing records is seen from the type of archive. Archives stored at the service are dynamic archives with the date of creation under five years. Dynamic archive means that it is used immediately and stored for a certain period of time. Dynamic archives here that are inactive or the frequency of their use has decreased, such as incoming letters, outgoing letters, permits and non-permits issued.

Meanwhile, for static archives, namely archives that have historical value and have expired, such as the Governor's Regulation for the establishment of the Investment Coordinating Board (BKPM) in 2018, it has been submitted to the Provincial Archives and Library Service for storage. Examples of other static archives that will be stored at the archival office are: Government Agency Performance Accountability Reports (LAKIP), Local Government Implementation Reports (LPPD), Strategic Plans, Work Plans, and Annual Reports with a validity period of under 10 years.

Another management dimension that has been applied to this service is utilizing information technology to facilitate and simplify interactions with users of public services. This service has social media accounts including: Instagram (*dpm.ptspntt*), Youtube (*DPMPTSP Prov. NTT*), and Facebook (*Dpmptsp Ntt*) that are active. In addition, media for information, consultation and complaints through the official website:

Utilization of information technology at this service has been carried out with the existence of social media accounts and official websites. However, it is not yet optimal because information updates have not been carried out regularly and routinely. This is because there is no work team appointed by the leadership to handle official social media accounts. However, specifically for official YouTube, an average of 100 people have watched each video. Meanwhile, the official website that is owned is in the process of coordinating with the regional Communication and Information Office because it cannot be opened yet, so to overcome the information vacuum through the website, the website address is temporarily used . However, the material on this new website has the same content as the old website.

On the other hand, the *help desk service for the Online Single Submission (OSS)* licensing system has been carried out optimally. A special help desk counter has been provided for licensing consulting services through *Online Single Submission (OSS)*. Meanwhile, the SPECIAL regional licensing application system is an Application-Based Licensing Service System adopted from SIMPATIK (Public Licensing Service System) owned by the West Java Province Investment and One Stop Integrated Service Office. This system can even be used online for research permits. However, since 2019 it cannot be used because the server capacity is low to accommodate licensing data which is increasing day by day. The budget for *upgrading* server capacity continues to be

refocused for handling the pandemic so that licensing services are optimized with existing facilities and infrastructure.

Although most of the permit services are still offline, however, permit or non-permit services are still optimally pursued, especially by making innovations such as accelerating the issuance of research permits within 1 hour, service approaches with pick-up and drop-off systems, and delivery of permits to business actors.

Management of work facilities and infrastructure is a process that starts from planning needs, procurement, inventory, storage and maintenance in accordance with applicable regulations. In an interview with the procurement and financial planning section of the secretariat, it was found that the management of work facilities and infrastructure is difficult to do optimally because of limited funds as quoted in the following interview with the procurement of goods and services.

The budget for the maintenance of office facilities and infrastructure for this service in 2022 is Rp. 123,346,000, - and has decreased from 2021 of Rp. 220,669,186, -. When viewed from the 2022 Input Fee Standard in the Regulation of the Minister of Finance Number 60/PMK.02/2021 and the realization of maintenance costs in 2021, this amount only includes maintenance costs for official cars and air conditioners, so the policy taken is that if other facilities are damaged, the costs will be reduced. routine maintenance of the air conditioner will be transferred to the maintenance of the facility. Thus, the use of funds is prioritized for facilities that are urgent to be repaired first. If the current year's budget is exhausted, maintenance will continue in the following year. Meanwhile, the budget for the procurement of goods is still not allowed due to regional financial conditions. With the condition of damaged facilities and infrastructure, it can certainly hamper the service process to the community, especially as an agency that serves licensing matters.

With the availability of an inventory report of existing facilities, it can provide information on the overall number of facilities, both those that can still be used, those that require repair, or those that are damaged and cannot be used. Thus, it can be the basis for the planning department to budget for the procurement and maintenance of office facilities in the following year.

Management arrangements based on business process maps and Standard Operating Procedures are concise and uncomplicated, especially in licensing services, so it can be seen that this service shows the commitment of the Provincial Government to provide increasingly open public services by bringing services closer to its citizens. On the other hand, in terms of archive management, it has also been carried out properly and correctly referring to the applicable rules. Archives are organized neatly so that they are easy to find when needed. And the destruction of archives that have reduced their frequency of use still refers to the applicable rules. In the use of communication and information technology, it has been carried out optimally through *the website* and social media owned by the Investment and One Stop Service Office of East Nusa Tenggara Province plus a *help desk service for the Online Single Submission* application, although there are still network constraints. Meanwhile, the use of applications in licensing services for the time being cannot be reused because they are still under repair due to limited server capacity so that the issuance of permits is only done by typing through *Microsoft office* . And the maintenance of some work facilities often cannot be carried out optimally because of the limited budget and the availability of funds for maintenance. Meanwhile, the availability of the main facilities has been fulfilled, such as: lactation room, children's play room,

prayer room, but the supporting facilities are not yet equipped such as equipment in the lactation room, children's play room, and inadequate prayer room.

The public bureaucracy must be more open and actively involve its citizens in government activities and public services. Public services are no longer solely the domain of the government, but are the business of all citizens and stakeholders. Thus, the mechanisms, systems, and procedures that are implemented are simple/short so as to provide services that are more open and easy to reach even though they are constrained by the use of information and communication technology that has not been running optimally and the quality of facilities and infrastructure is inadequate due to limited funds but bureaucratic reform in the management arrangement, it continues to run optimally despite its limitations.

3. Institutional Arrangement

Institutional arrangements are changes at the organizational level, such as changes in vision and main functions, changes in functions, and changes in bureaucratic structures. In this study, the dimensions of institutional arrangement that were measured consisted of: vision, mission, organizational strategy; effective, efficient and rational organizational structure and proportional division of tasks.

The Strategic Plan (Renstra) for the 2018-2023 service is stipulated in the Regulation of the Governor of East Nusa Tenggara Number 43a of 2019 concerning the Strategic Plan of the Regional Apparatus of the Province of East Nusa Tenggara . One of the objectives of preparing this strategic plan is to describe the vision, mission and priority programs of the Governor and Deputy Governor of East Nusa Tenggara. Of the five missions, there are two missions related to Investment and One Stop Integrated Services, namely the first mission is to create a prosperous, independent and just society and the fifth mission is to realize government bureaucratic reform to improve the quality of public services. Thus, the Strategic Plan is structured into ten strategies for investment development, increasing investment activities and licensing services.

The organizational structure of this service is still based on the Regulation of the Minister of Home Affairs number 100 of 2016 with type A, where there are 3 fields (substance) that carry out the investment function (investment climate development, promotion, and investment control) and 1 field (substance) that carries out the function One Stop Services (PTSP) and these fields consist of 2-3 sections and 1 secretariat which consists of 3 sub-sections (employment and general affairs sub-section, finance sub-section, Program, Data, and Evaluation/PDE sub-section). However, this service is currently in the process of adjusting to the new regulations, namely the Regulation of the Minister of Home Affairs number 25 of 2021 concerning the Office of Investment and One Stop Integrated Services and the Regulation of the Minister of Empowerment of State Apparatus and Bureaucratic Reform Number 25 of 2021 concerning Simplification of Organizational Structures in Agencies. Government for Bureaucracy Simplification. As an adjustment to these rules, Governor Regulation Number 16 of 2022 concerning Organizational Structure and Work Procedures of the Investment Office and the latest Provincial PTSP has been stipulated where there are only two functions at the Investment Office and One Stop Integrated Services of East Nusa Tenggara Province, namely the Investment and One Stop Services function. One-Stop Integrated Service function. This Governor Regulation can only be implemented after there is a follow-up to the Governor's Decree to fill the position of the function.

Through equalization of positions as it is today, it is one of the efforts to reform the bureaucracy in the chain of bureaucratic control, where there is no more structure but only a division of roles or changes from structure to function (substance) thereby reducing the possibility of experiencing coordination errors due to ego in their respective fields. . Thus, it is hoped that each substance can support and support each other effectively and efficiently to achieve organizational goals.

However, there are two substances that handle complaints, namely the substance of the complaint service on the substance of investment control which has the function of serving complaints and the substance of the licensing review on the substance of the PTSP which also has the task of handling complaints so that overlapping functions occur. Therefore, a staff review has been made and a letter to the Organizational Bureau has been made to adjust the duties of the two substances. If the Governor's Regulation number 16 of 2022 is enforced, the organizational structure will become slimmer with only two substances, the organizational structure will be more effective and efficient because it makes it easier to coordinate. That way, the division of tasks and roles will be clearer so that they can focus on doing their respective tasks. Likewise, each personnel will have expertise because they focus on their main tasks and functions. Each apparatus is also required to be innovative and creative in completing their work because the performance assessment is carried out based on the output produced. The organizational structure in the Governor's Regulation No. 16 of 2022 which will be enforced after being followed up with the Governor's Decree can be seen in the chart below.

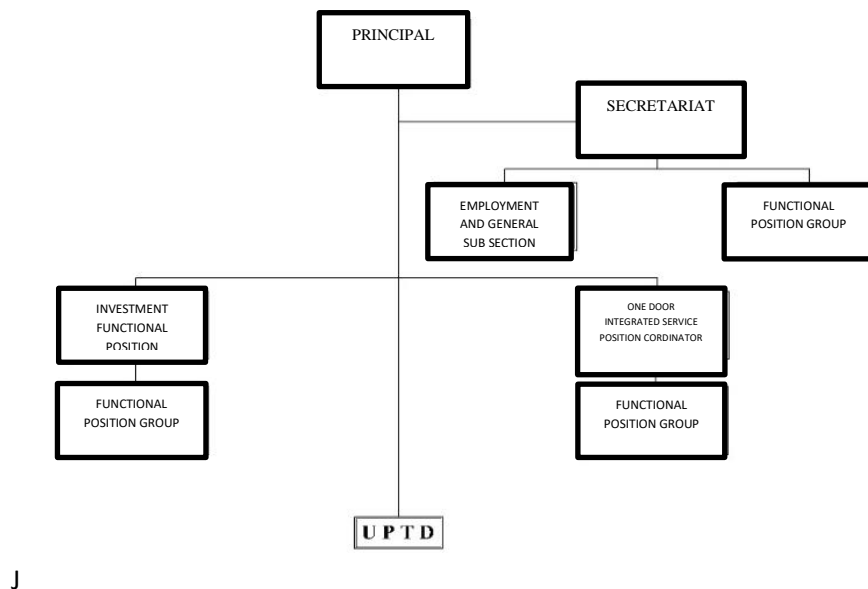


Figure 2
Organizational Structure of the Office of Investment and
PTSP NTT Province Based on Governor Regulation
Number 16 of 2022

With a leaner organizational structure, it will encourage every function to work effectively and efficiently. In addition, the performance appraisal system through *e-performance* encourages the apparatus to work effectively and efficiently for the sake of improving welfare. Apparatus performance appraisal has been applied based on work results in accordance with organizational goals so as to enable the apparatus to be

encouraged to work optimally and compete to show the best work results. However, on the other hand, the overlapping of duties, principals, and functions is enough to interfere with the public complaint service because it causes confusion in the section that handles complaints from permit applicants.

Although the placement of employees has been carried out by analyzing the position and workload, what happens in the field, employees with the same education level can provide different work results. This is because the knowledge, experience and competence of each apparatus is different. Thus, the more experienced and competent apparatus is given a greater workload so that the division of tasks is not balanced.

Organizational structuring and strengthening aims to increase the efficiency and effectiveness of the organization proportionally in accordance with the needs of each task implementation so as to create an organization with the right function and the right size. Thus, the conditions to be achieved through institutional arrangements include: (1) decreasing the overlap of the main tasks and internal functions of the organization, (2) increasing organizational capacity in carrying out tasks and functions, (3) creating an organizational design that supports performance, (4) reduced organizational levels in order to improve work effectiveness and efficiency. Although currently, it is still in a fairly complex organizational structure with 4 substances, but with the stipulation of Governor Regulation Number 16 of 2022 concerning Position, Organizational Structure, Duties and Functions as well as Work Procedures of the Investment Office and One Stop Integrated Service of East Nusa Tenggara Province, the Office of This will have a leaner and simpler organizational structure so that it will support performance effectively and efficiently. Thus, in accordance with the conditions of the Office of Investment and One Stop Integrated Services of East Nusa Tenggara Province, it can be concluded that it has carried out bureaucratic reform from the aspect of institutional arrangement.

Most of the institutional arrangements in the Investment and One Stop Service Office of East Nusa Tenggara Province have been running well, indicated by the vision, mission that has been outlined in organizational strategies, an organizational structure that is quite effective, efficient, and rational in supporting the smooth fulfillment of tasks. and the functions of this service but the division of tasks has not been proportional even though it is based on the Position Analysis and Workload Analysis that have been carried out. There is a synchronization of vision, mission, strategic plans to performance agreements from the leadership level to subordinates. This means that the realization of the promised performance will fulfill the vision, mission, and strategic plan of the NTT Provincial Investment and One Stop Service.

4. Accountability

Accountability means being responsible for all policies made to the community through performance. Accountability contains the obligation to present and report all actions and activities, especially in the field of financial administration to the leadership. The accountability dimension includes periodic accountability reports and the ease of leadership in obtaining information both verbally and in writing.

One of the indicators used in assessing the performance of regional heads is the value of the implementation of the Government Agency Performance Accountability System (SAKIP). In addition, obedience in submitting reports such as Local Government Performance Reports (LKPD), Local Government Implementation Reports (LPPD), Accountability Statements Reports (LKPJ), and Government Agencies Performance Reports (LKIP) are benchmarks for the implementation of accountability in this service.

Based on the researcher's observations, it is known that accountability reports are provided periodically so that the leadership can easily obtain information through writing or orally. Public service accountability can also be seen from the results of the regional apparatus performance assessment, the Investment and One Stop Service Office of East Nusa Tenggara Province received a very successful predicate or an A (97.86) with second place at the East Nusa Tenggara Provincial government level. In addition, the agreed performance indicators have become the main performance indicators that are result-oriented and based on cascading performance.

When viewed from the indicators of the implementation of bureaucratic reform in strengthening accountability, the Investment and One Stop Service Office of East Nusa Tenggara Province has fulfilled the conditions to be achieved, namely; (1) increasing leadership and employee commitment to performance, (2) increasing organizational capability in managing organizational performance, (3) increasing organizational capability in determining the right strategy to achieve organizational goals, and (4) increasing effectiveness and efficiency of budget use so that it can be concluded that from the aspect of accountability this service has succeeded in implementing bureaucratic reform.

B. Service quality

Aspects of the quality of public services examined from the dimensions: *tangible*, *reliability*, *responsiveness*, *assurance*, and *empathy*. In the aspect of the quality of public services, the results of the study are a comparison between the results of interviews and observations made by researchers. The informants in this study were 6 business actors who had a fairly high frequency of licensing, namely 3 people who took care of the Animal Husbandry Sector license (CV. Murrinadda, CV. Torro, UD. Beka Mora) and 3 people who applied for a permit in the Marine and Fisheries sector (Sardis). Orias Nesimnasi, Asri, and La Daku Beu).

1. Tangible dimension

The tangible dimension includes physical facilities, equipment, employees, and communication facilities for service providers. This aspect relates to the convenience of the place to perform services, the use of assistive devices in the service so as to facilitate the service process, the appearance and discipline of officers/apparatuses in serving customers and communication facilities that facilitate customer access in requesting services.

In the service room facilities have been provided such as a consultation and complaint room, a lactation room and a children's play room, but there are no consultation and complaint service officers so that the service is carried out by the Front Office officer who receives the file.

Equipment that supports the licensing service process is available so as to facilitate the licensing service, but other supporting facilities such as children's toys, complaint banners, equipment for breastfeeding mothers are not yet available. In addition, television has not been used optimally where it is often not turned on and drinking water is not always available. Meanwhile, in terms of appearance, service personnel receive a good assessment of neatness and discipline in dressing.

The appearance of officers who serve permits, especially those who deal directly with permit applicants at the Front Office, are in uniform in accordance with the Civil Clothing rules. For the substance of the One Stop Integrated Service, there is no special

uniform as part of the culture of excellent service in the form of attributes used when dealing with service users (Minister of Administrative Reform and Bureaucratic Reform Regulation Number 17 of 2017).

The service provider's communication media has not been used optimally. Although mobile phones and special whatsapp contact numbers have been provided for service licensing services, there are no officers who are responsible as admins so that applicants more often come to the office directly to ask for permission. Thus, the quality of public services as measured by physical facilities is satisfactory, although they are still in the form of main facilities and need to be supported by other facilities with the availability of funds.

2. Dimensions of reliability

The reliability dimension includes the accuracy of officers, service standards, and expertise in using service aids. Informants assessed that the officers were careful in providing services. Accuracy is one of the important aspects in supporting the legality of issued permits. Therefore, the service officer checks the completeness of the file carefully.

In addition, the licensing service has met the service standards that have been published both through the website and books in the service room. Public service standards have been set in the Decree of the Head of the Investment Office and One Stop Integrated Services Number DPM-PTSP.570/V/1246.a/11/2019 Year 2019 and are printed in the form of a catalog book and placed in the service room so that it can be easily accessed. accessed by the permit applicant. The service standard already contains the components of the service delivery process and the service management process in accordance with the Law of the Republic of Indonesia number 25 of 2009. Thus, the service standards that are owned are clear and have been published. Service users can independently access information about permits that will be managed by reading their books or leaflets in the service waiting room or accessing the official website.

In using equipment that facilitates the service process, such as computers, officers can use them very well. Service providers at the Front Office have a minimum education of D-3 in accordance with the required position qualifications so that it can be seen that the officers are experts in using computers so that the service process can run smoothly.

From the dimension of reliability, service users have a satisfactory assessment of the reliability of officers in providing services.

3. Dimensions of responsiveness

From the dimension of responsiveness, which means response, that is how officers respond to service users. This dimension includes response to customers, fast and appropriate service, timely service, and responding to all customer complaints.

A good response to customers will reflect back a positive response to the services provided. The officer has responded well to the applicant's needs both in providing information related to licensing and receiving permit application files.

At the counter for receiving application files and taking permits, it can be seen that the officers ensure that all applicants who come have been served and according to their needs. The speed in providing services depends on the type of permit to be processed. If the permit does not require a recommendation or permits on a small scale, it will have simpler requirements so that it is processed faster. However, for permits with large scale

and quite complex requirements, it will take longer time to check the completeness of the permit application.

In addition, timely service is in accordance with the Service Standards that have been set for each type of permit or non-licence. The permit process starts from the file received until the permit is issued not exceeding the time specified in the Service Standards.

The service period of the type of permit varies depending on the type of permit. For large-scale permits that require technical recommendations and even field verification, the time required for the issuance of these permits is relatively longer. On the other hand, if the license is small-scale or non-business, the required time period is faster. For student research permits, for example in the SOP, the permit processing time is 1 day but within 1-2 hours the permit has been issued. For a Fishing Permit (SIPI) the specified period is 7 days while the permit is issued less than the stipulated time. In fact, service approach programs such as picking up the ball and handing over permits directly are carried out to make it easier for the community to manage permits.

This service provides several options for receiving complaints and complaints from service users through the counter directly (face to face), scanning barcodes, entering them in the complaint box or through websites and other social media. Complaints of permit applicants regarding the licensing process such as service time and permit requirements that are not yet complete. Complaints from service users are immediately followed up by officers and if necessary consult with the leadership to resolve the problem. However, there has not been a special officer assigned to the Front Office to handle complaints, so applicants who file complaints with the officer receiving the permit file. Thus, even though they do not have adequate physical facilities, in terms of responsiveness, officers have responded well to all the needs of permit applicants.

4. Dimensions of assurance

The assurance dimension is a guarantee or certainty provided in licensing services. The assurance dimension includes assurance on time in service, certainty of costs, certainty of legality, knowledge, and ability of service providers. The results of interviews with service users and licensors from this aspect are as follows.

To realize the certainty of the rights and obligations of related parties, both service providers and service users, Public Service Standards are set. The standard for licensing services at this service is determined by the Decree of the Head of the Investment Office and PTSP of East Nusa Tenggara Province Number: DPMPTSP.570/V/1246.a/III/2019. This licensing service standard contains components of service standards related to the service delivery process which include: (1) requirements; (2) systems, mechanisms, and procedures; (3) service period; (4) fees/tariffs; (5) service products; and (6) handling complaints, suggestions and input/appreciation; and components of service standards related to the service management process, including: (1) legal basis; (2) facilities and infrastructure, and/or facilities; (3) implementing competence; (4) internal control; (5) number of implementers; (6) service guarantee; (7) guarantee of service security and safety; and (8) performance evaluation of implementers (Regulation of the Minister of Administrative Reform and Bureaucratic Reform Number 15 of 2014). Thus, the guarantee of time and cost certainty has been stated in the Service Standards that must be carried out by service providers.

The implementation of licensing and non-licensing services in the Province is delegated by the Governor to the Head of the Provincial Investment and One Stop

Integrated Services Agency (Minister of Home Affairs Regulation Number 138 of 2017). This delegation of authority is stipulated in a Regional Head Regulation, namely Governor Regulation Number 37 of 2021. In the Governor's Regulation there are 145 permits and non-permits that are the authority of the Province. This Governor Regulation is currently in adjustment to the new Government Regulation Number 5 of 2021 concerning the Implementation of Electronic Integrated Business Licensing through the OSS system. Thus, the issuance of a permit has legal certainty with a legal basis that regulates the authority in issuing the permit so that it can be legally accounted for.

Competence of service providers is one of the important aspects in providing assurance of information certainty for service users. According to the experience of the permit applicant, the service officer has the competence

The applicant gets a guarantee of information certainty apart from the Service Standards as well as from an officer's explanation regarding the licensing that is being managed by the applicant. Thus, from the assurance dimension, it can be seen that the licensing services provided are of high quality.

5. Dimensions of empathy

The empathy dimension relates to the empathy of the service provider towards the license applicant or service user. This dimension consists of the attitudes of service providers that show empathy, such as: friendly, polite, prioritizing the interests of the applicant, non-discriminatory, and respecting every customer.

A good attitude from service providers will make service users feel comfortable and satisfied so that they have the opportunity to return. This certainly benefits the region because it will support the investment climate in the East Nusa Tenggara region. Officers have a friendly and polite attitude when providing licensing services so that applicants can feel satisfied in managing business permits.

Another attitude needed is that the officer puts the interests of the applicant first. The licensing service process does not always run smoothly. Sometimes it may happen that the file provided by the applicant is not in accordance with the requirements so that the attitude of the officer in solving such problems needs to be considered in order to continue to put the interests of the applicant first. This attitude has been owned by service officers as stated by UD.

The serving officers have been trained to provide excellent service so as to provide customer satisfaction in this case the permit applicant. Thus, all obstacles or problems that occur in the licensing service process, officers continue to put the interests of service users or business actors first.

Another attitude that is no less important is that it is not discriminatory or does not discriminate in providing services, both from differences in ethnicity, religion, race, gender and social status or even acquaintances and family.

One of the principles of public service equal rights has been implemented by this service. The queuing culture is carried out, namely applicants who come first and are served first. The services provided do not differentiate from any aspect. In addition, officers need to respect every service user regardless of age or background.

Respect for each applicant is shown by the officer with appropriate speech, patience and listening to input and complaints from the applicant. Every individual wants to be respected and appreciated so that this upheld attitude will give satisfaction to users of licensing services.

Thus, based on the empathy dimension, it can be seen that the service provider has been friendly, polite, and puts the interests of the requester first. In addition, service providers pay attention to equal rights or do not discriminate in providing services and respect each customer so that it can be said that the services provided are of high quality or excellent service.

Based on observations, from the tangible side, although some physical facilities temporarily cannot be used, the service room still feels comfortable. The appearance of the service provider is in accordance with the rules. In terms of reliability, officers are careful in providing services but they are still lacking in assurance aspects, in particular the certainty of time where since the licensing application is not used, the tracking system cannot function so that applicants cannot monitor their licensing process. However, in terms of empathy, in line with the opinion of the informants, the officers have shown an attitude of empathy towards permit applicants.

When viewed from the indicators of excellent service or quality service (fast, precise, fair, consistent, transparent, etc.), which satisfy customers and realize Good Governance (good governance) according to (Sadikin et al., 2012), it can be concluded The Investment and One Stop Service Office of East Nusa Tenggara Province has provided quality licensing services.

CONCLUSION

According to the results of the analysis based on aspects of Human Resource Management, Management Arrangement, Institutional Arrangement, and Accountability, the implementation of bureaucratic reform in improving the quality of public services at the Investment Office and PTSP of NTT Province can be concluded that ; The implementation of bureaucratic reform seen from the aspect of structuring Human Resources has not been carried out optimally because the existence of the secretariat as a *supporting system* in this service has not run optimally. Based on the aspect of governance arrangements, the implementation of bureaucratic reform has been carried out by marked business process maps and simple and concise SOPs and the management of facilities and infrastructure according to applicable regulations but funding is constrained in the use of information technology and adequate management of facilities and infrastructure. From the aspect of institutional arrangement, bureaucratic reform has been carried out with the vision and mission detailed in the strategic plan and rapid response to regulatory changes in institutional simplification. Bureaucratic reform from the accountability aspect has been carried out with the involvement of leaders in planning, implementation and monitoring and evaluation to achieve the organization's vision and mission. In addition, it is also indicated by the availability of Performance and Accountability reports. The Investment and One Stop Service Office of East Nusa Tenggara Province has provided quality public services when viewed from the tangible, reliability, responsiveness, assurance, and empathy aspects where from the side of the permit applicant these five aspects have been largely fulfilled. Based on the discussion above, it can be concluded that the implementation of bureaucratic reform in this service has been able to improve the quality of public services.

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