

Bureaucratic Reform in Improving Good Governance through One-Stop Services in Kediri City, East Java

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Abstract – *The purpose of this study is to determine the form of public services provided by the government in an effort to facilitate investment and services to the community. The phenomenon of bureaucratic reform that occurred in Indonesia seems to provide a new color in the domain of public services, especially licensing issues with one-stop services. The study was conducted to find out how this one-stop government service, is it really in accordance with the form of public service that the public wants. Using normative jurisdictional research methods based on the study of statutory law and public administration. Researchers want to express from the perspective of government regulations. The results of the research explain how the one-stop service procedure (PTSA) and that PTSA itself still needs evaluation and strategic programs to be more accepted in the community. The human resources of the apparatus are also not fully able to support one-stop services. This form of service must be strictly adapted to the conditions and conditions of the Indonesian people. Do not let those who enjoy the service are only part of the stakeholders who are not interested in the wider community. The solution is a one-stop service must return to the provisions of the legislation, the 2010-2025 bureaucratic reform grand design and the implementation of the use of technologies such as blockchain and other digital technologies to prevent the practice of KKN and transparency in the public service.*

Keywords – *Reform, Bureaucracy, Good governance, one-stop service*

INTRODUCTION

The fluctuating economic development that has been difficult to predict following the economic crisis experienced by Indonesia since 1997 has become a strong motivation to reform the administration of governance and societal life toward a better direction. The first wave of bureaucratic reform, which gradually began in 2004, has in fact lagged far behind reforms in the political, economic, and legal sectors (KPANRB, 2010). In addition, concerns have arisen that the failure of bureaucratic reform may lead to the inability of bureaucracy to face globalization, a decline in public trust, and the failure to achieve good governance (KPANRB, 2010). Therefore, the government has sought to implement good governance across all institutional components, which requires appropriate bureaucratic reform throughout ministries, agencies, and regional governments.

Several regions have made efforts to improve one-stop services through various innovative developments to keep pace with the current millennial generation. Government commitment, in the form of signing joint agreements with regional governments, is generally carried out to improve public services as mandated by the Ministry of Administrative and Bureaucratic Reform through Ministerial Regulation No. 23 of 2017 concerning the Implementation of Public Service Malls. For example, in Bogor City, 145 service units (LSA) have been opened in malls (Yosep, 2019), migrant worker service units in Ponorogo (Bakrie, 2019), and collaborations with banking institutions such as those carried out by the Ministry of Religious Affairs in Lebak (Anjas, 2019).



One of the phenomena faced by the government in reformulating bureaucratic reform is the low quality of public services. Communities and business investors require public services that are of high quality and in line with current needs. In reality, public services have not been able to accommodate the interests of all segments of society and have not fully fulfilled the basic rights of citizens. This is particularly important considering that bureaucratic reform is closely related to national development planning (Aliyyah, Basrowi, Nugroho, et al., 2024).

The emergence of one-stop services is not a new issue in society, as it has existed since the introduction of integrated one-door services (PTSP), commonly known as one stop service (Dahlan et al., 2025). According to Dorodjatun Kuntjoro-Jakti (2004), this form of public service is essentially a type of coordination between departments and regional governments, which differs significantly from the concept of one stop service. Many regions are still unable to handle all licensing processes quickly and efficiently due to limited resources and infrastructure at the district/city level. This policy is expected to create faster and more efficient licensing procedures. However, in reality, one-stop services remain suboptimal, constrained by system issues, and public awareness and understanding are still low (Ratminto & Winarsih, 2005; Yazdi, 2012; Farid, 2015; Andhiny, 2017; Nasution & Regif, 2019). In addition, problems also arise due to the presence of brokers or intermediaries who recruit human resources through non-procedural means, and job market mechanisms in several regions are not functioning properly (Febrinastris, 2018).

Citizens' rights to high-quality e-government services make the provision of one-stop services an essential feature of e-government. Offering one-stop services brings various operational implications (Fauzi et al., 2024). An architecture for delivering one-stop services is required, even though the enabling technologies for all layers of such architecture are

developing very rapidly and sometimes lag behind in adapting processes. There are two main problems that must be addressed: abstracting the heterogeneity of e-government services that need to be integrated, and identifying appropriate styles for controlling cross-organizational workflows in extreme environments, whether fully centralized or peer-to-peer (Gouscos et al., 2002).

Bureaucratic reform represents a major transformation in the paradigm and governance of government in response to multidimensional challenges. The objectives to be achieved are: 1) reducing and eliminating any abuse of public authority by officials in relevant institutions; 2) creating a state with a most-improved bureaucracy; 3) improving the quality of public services; 4) enhancing the quality of policy formulation and implementation within government institutions; 5) increasing efficiency in both cost and time across all organizational functions; and 6) making the Indonesian bureaucracy anticipatory, proactive, and more effective in facing international competition and strategic environmental dynamics (KPANRB, 2010).

Policies in implementing bureaucratic reform include: first, providing clear policy direction so that reform can be carried out effectively, efficiently, measurably, consistently, integratively, institutionally, and sustainably. Second, aligning with the national development vision as stated in Law No. 17 of 2007 on the National Long-Term Development Plan (2005–2025), which aims for an independent, advanced, just, and prosperous nation (Aliyyah, Basrowi, Junaedi, et al., 2024). Third, strengthening state apparatus development and policy direction to enhance professionalism and achieve good governance (Nuryanto, Basrowi, Quraysin, Pratiwi, et al., 2024). Fourth, realizing a world-class government with high integrity and the ability to deliver excellent public services. Finally, achieving the mission, objectives, and targets of reform through good bureaucratic governance (KPANRB, 2010).

The Grand Design of Bureaucratic Reform is a master plan that outlines the national reform policy direction for the 2016–2025 period, established by Presidential Regulation. Meanwhile, the Bureaucratic Reform Road Map, set by the Ministry of Administrative Reform for 2010–2014, serves as the operationalization of the Grand Design and is prepared every five years (KPANRB, 2010). In implementing this reform, the Grand Design of Bureaucratic Reform 2010–2025 is essential. In addition, MPR Decree No. II/MPR/2002 mandates the acceleration of national economic growth, including bureaucratic reform and the development of clean governance and business practices. MPR Decree No. VI/MPR/2002 emphasizes the eradication of corruption, collusion, and nepotism, the enforcement and certainty of law, and bureaucratic reform with a focus on a transparent, accountable, clean, and responsible bureaucratic culture that serves the public and upholds the Unitary State of the Republic of Indonesia (Al Masyhari et al., 2024).

The policy direction of the Grand Design targets: 1) the realization of a clean government free from corruption, collusion, and nepotism; 2) improved quality of public services; and 3) enhanced capacity and accountability of bureaucratic performance (Hamdan & Basrowi, 2024). The scope of change is extensive, covering organizational structure, governance processes, legislation, human resources of the state apparatus, supervision, accountability, public services, as well as mindset and work culture within government institutions (KPANRB, 2010).

Principles of Bureaucratic Reform
The principles of bureaucratic reform can be seen in the table below:

Table 1. Principles of Bureaucratic Reform

No	Principle	Description
1	Outcomes oriented	All programs and activities must achieve outcomes that lead to improvements in institutional

		quality, governance processes, legislation, human resource management of public officials, supervision, accountability, quality of public services, as well as changes in mindset and work culture of government personnel.
2	Measured	Implementation must be carried out accurately with clear targets and timelines for achievement.
3	Efficient	Outcomes-oriented implementation must consider the efficient and professional use of available resources.
4	Effective	Bureaucratic reform must be implemented effectively in accordance with the predetermined targets and objectives.
5	Realistic	Implementation must be realistic and optimally achievable.
6	Consistent	Implementation must be carried out consistently over time and across all levels of government.
7	Synergy	Implementation must create positive impacts on other activities and avoid overlap between programs across institutions.
8	Innovative	Provide broad opportunities for institutions and human resources to develop useful innovations in governance, including knowledge sharing and best practices to improve performance outcomes.

Source: KPANRB, 2010

Public service is a form of governmental activity carried out by the central government, regional governments, and within state-owned and regionally owned enterprises in the form of goods and services, both in national development and in the implementation of statutory provisions (LAN, 1998). Public services are delivered through a series of activities that are simple,



transparent, accurate, complete, reasonable, and accessible. Essentially, they represent efforts to: 1) improve the quality and productivity of government duties and functions in public service; 2) encourage the effectiveness and efficiency of service systems and procedures; and 3) promote creativity, innovation, and community participation in sustainable development (Sedarmayanti, 2004).

E-government offers new opportunities for citizens to access public services more conveniently (Caves, 2004). The e-government delivery model involves citizens interacting with all levels of government, facilitating citizen engagement in governance through the use of information technology and business process reengineering (Hamdan & Basrowi, 2024). Essentially, electronic government refers to the use of information and communication technologies and web-based systems to enhance the efficiency and effectiveness of service delivery in the public sector. E-government can also be utilized to promote and increase the contribution of a wide range of stakeholders in fostering multidimensional development and deepening governance processes.

The core of e-government development should focus on: 1) the use of information and communication technologies, particularly the internet, as a tool to achieve good governance (OECD, 2003); 2) the application of information and communication technologies in all aspects of government operations (Grima-Izquierdo, 2010; Koh & Prybutok, 2003); and 3) optimizing service delivery, stakeholder participation, and governance by transforming internal and external relationships through technology and new media (Gartner Group, 2000).

The interactions involved consist of four types of activities: 1) delivering information through the internet; 2) enabling two-way communication between government agencies and citizens, businesses, or other government entities; 3) conducting transactions; and 4) governance processes that allow citizens to transition

from passive access to information toward active participation (Brown, 2003; Palvia & Sharma, 2007).

OBJECTIVES OF THE STUDY

The purpose of this study is to determine the form of public services provided by the government in an effort to facilitate investment and services to the community. The phenomenon of bureaucratic reform that occurred in Indonesia seems to provide a new color in the domain of public services, especially licensing issues with one-stop services. The study was conducted to find out how this one-stop government service, is it really in accordance with the form of public service that the public wants.

MATERIALS AND METHODS

This study employs a qualitative research approach with a normative juridical analysis to examine bureaucratic reform in achieving good governance through one-stop service systems. Qualitative research is particularly suitable for exploring complex social and institutional phenomena, allowing for an in-depth understanding of governance processes, policy implementation, and administrative practices (Creswell & Creswell, 2018; Merriam & Tisdell, 2016).

The normative juridical approach focuses on analyzing legal frameworks, regulations, and policy documents as primary data sources. In this study, the main reference is the Government Regulation of the Republic of Indonesia No. 81 of 2010–2025 concerning the Grand Design of Bureaucratic Reform, which serves as the foundation for accelerating the realization of good governance (Tonich & Basrowi, n.d.). This approach emphasizes the examination of legal norms, institutional arrangements, and policy directions related to public administration reform (IRAC-based legal analysis).

Data collection is conducted through an extensive literature review, including academic journals, policy documents, government regulations, and relevant



theoretical frameworks on bureaucratic reform, public service, and e-government. Literature review is essential in qualitative research as it provides conceptual grounding and supports analytical interpretation (Silverman, 2016).

The data analysis technique uses qualitative content analysis, where documents are systematically examined, categorized, and interpreted to identify patterns, themes, and relationships. This method enables the researcher to explore how bureaucratic reform procedures are structured and implemented in the context of improving governance through integrated one-stop services (Schreier, 2012).

The findings of the literature review are used to explain and critically analyze the procedures of bureaucratic reform in enhancing good governance, particularly through the implementation of one-stop service systems (Ika Sari et al., 2024). This analysis also highlights challenges, institutional dynamics, and policy implications in the Indonesian governance context.

RESULTS AND DISCUSSION

One-stop service is a strategic step and a form of government effort in delivering public services. The one-stop service strategy, also referred to as integrated service, involves several government agencies operating according to their respective authorities, such as in motor vehicle tax payment services. The objective is to improve efficiency and effectiveness in providing services to the public by minimizing the distance between related functions and reducing the time required for service processes. Fernandes (2002) stated that in public services, the service provider dimension includes affordability, simple procedures, and measurable service standards. Meanwhile, the public is expected to have adequate literacy and be responsive to deviations in public services.

Business licensing can be carried out through integrated one-stop services (PTSA) to bring services

closer to the community, improve service delivery, and shorten the service process in order to achieve more efficient and effective services, where applicants no longer need to visit different offices in different locations. Complex bureaucratic procedures are streamlined into one-stop services funded through Special Allocation Funds and General Allocation Funds. Each institution or autonomous region is required to implement this service model; otherwise, the allocated funds may be withdrawn.

The legal basis for the implementation of integrated services includes: 1) Integrated Service (PTSA) based on Presidential Regulation No. 97 of 2014 under the coordination of the Investment Coordinating Board (BKPM); 2) Presidential Regulation No. 90 of 2007 concerning the Investment Coordinating Board; 3) Presidential Regulation No. 29 of 2007 concerning Investment Implementation through One-Stop Service Systems for both foreign and domestic investment; 4) Minister of Home Affairs Regulation No. 24 of 2006 concerning Guidelines for Integrated Service Implementation; 5) Government Regulation No. 1 of 2007 concerning Income Tax Facilities for Investment; 6) Minister of Administrative Reform Decree No. Kep/26/M.PAN/2/4 concerning Technical Guidelines for Transparency and Accountability in Public Service Delivery; 7) Minister of Administrative Reform Decree No. KEP/25/M.PAN/2004 concerning General Guidelines for the Preparation of Community Satisfaction Index in Government Service Units; and 8) Minister of Administrative Reform Decree No. 63/Kep/M.Pan/7/2003 concerning General Guidelines for Public Service Implementation (Nuryanto, Basrowi, Quraysin, & Pratiwi, 2024a).

In general, the levels of public service in the regions consist of four levels: 1) the PTSA Agency (BPTSA) at the provincial level under the Governor, responsible for monitoring, guidance, evaluation, and control of PTSA implementation at district and village operational units, as well as providing services and authorizing permits and non-permits; 2) the PTSA Office

(KPTSA) at the city/regency level, responsible for controlling district-level units, providing services, and authorizing permits, non-permits, and other official documents; 3) the PTSA Operational Unit (Satlak) at the sub-district level, responsible for providing services, authorizing permits and non-permits, and handling other administrative documents according to its authority; and 4) the PTSA Operational Unit (Satlak) at the village level, responsible for providing services, authorizing permits and non-permits, and managing other administrative documents at the village level in accordance with its authority (Almasyhari et al., 2025).

The characteristics of one-stop services include: 1) the availability of a dedicated building for public services, in which multiple units/agencies/technical offices are present to handle public administration; 2) the function of coordinating technical units/agencies to deliver public services within a single building or location; 3) technical units/agencies establish service counters as front-office units or locate their offices nearby; 4) there is no direct integration between counters, as each counter is managed by personnel from their respective agencies; 5) the public only needs to visit the building to process all types of permits and non-permits, although they must still go to specific counters/offices according to the required service; and 6) permits and non-permit documents are signed by the Regent (Bupati), Regional Secretary, or the head of the relevant unit/agency responsible for the permit or non-permit being processed (Jasin, Zulaini, & Oktirani, 2006).

The types of permits and non-permits handled by PTSA cover 26 sectors, including environment, education, housing, spatial planning, land affairs under regional authority, health, public works, industry, forestry, child protection and women’s empowerment, social affairs, labor and transmigration, agriculture and food security, communication and information, libraries, sports and youth, culture and tourism, cooperatives and SMEs, investment, trade, development, energy and mineral resources, fisheries and marine affairs, livestock,

as well as national unity and domestic politics (Fauzi et al., 2025).

The challenges and problems faced by PTSA in the regions include: 1) not all regional heads or agency leaders are willing to delegate their authority to the PTSA head, particularly for sector-specific permits such as health and environmental permits, which are often considered to require recommendations from the respective agencies; 2) limitations in human resources, as personnel are generally still attached to their original agencies rather than PTSA; 3) varying institutional status of PTSA, making coordination difficult due to differences in organizational levels; and 4) regulatory disharmony and sectoral ego, which create confusion for regional governments due to overlapping regulations.

Below is the general flow of integrated one-stop services (PTSA) in government institutions and across several autonomous regions.

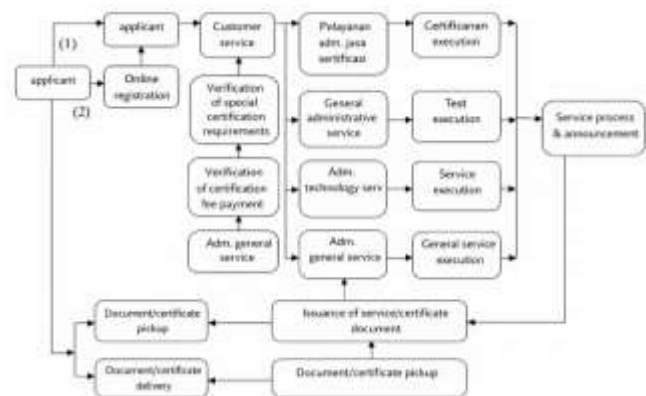


Figure 1 . Integrated One-Stop Service Flow (PTSA)
 Source: PPSD, 2018; processed data, 2019

There are two forms of service shown in Figure 1, where (1) represents the type of service commonly found in practice, such as in PPSDM Migas, and (2) represents services in the form of certification services (Berkat et al., 2025).

According to the Grand Design 2010–2025, the strategic steps required to achieve effective one-stop services must meet the following criteria: 1) government organizations must have the right functions and appropriate size (right sizing); 2) regulations governing one-stop services must not overlap, be inconsistent, unclear, or open to multiple interpretations; 3) human resources must be aligned in terms of quantity, quality, and distribution across regions, and must meet standards of professionalism, performance, and adequate compensation systems to ensure optimal service delivery; 4) authority must not be misused, particularly in the implementation of one-stop services, including accountability reporting within government institutions; 5) public services or one-stop services must accommodate the needs of all segments of society; and 6) mindset and work culture must fully support good governance through one-stop services that are efficient, effective, productive, and professional (KPANRB, 2010).

As outlined in the Grand Design, the mindset required to achieve bureaucratic reform toward good governance through one-stop services is illustrated in the following figure.

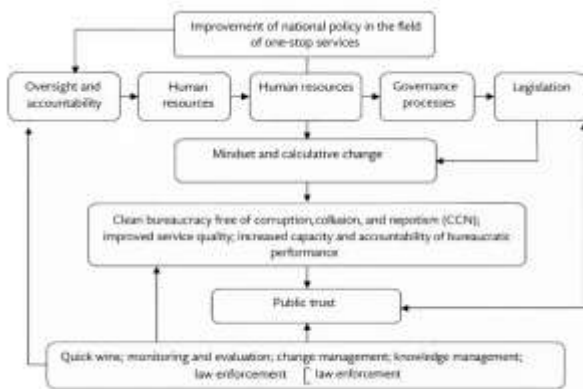


Figure 2. Mindset for Achieving One-Stop Services
 Source: KPANRB, 2010

National policies in the field of one-stop services encourage the realization of good governance and aim to provide more effective public services to the community. The synergy among the dimensions shown in the figure

above includes, first, the implementation of quick wins programs, which are fast and easily achievable initiatives within a program. Second, periodic monitoring and evaluation are conducted to prevent deviations and to correct service implementation. These efforts, carried out collectively, will result in excellent public services and increase the level of public trust (Nuryanto, Basrowi, Quraysin, & Pratiwi, 2024c).

In addition to these policies, implementation support is required through change management to prevent obstacles in program execution; the application of knowledge management to facilitate learning processes and the exchange of experiences; and law enforcement to establish clear boundaries and relationships between rights, responsibilities, and authorities of each stakeholder (Nuryanto, Basrowi, Quraysin, & Pratiwi, 2024b).

To achieve one-stop services in line with Good Corporate Governance within bureaucratic reform, it is necessary to set five-year targets through three stages, as part of the vision of a world-class government (Purwaningsih et al., 2024).

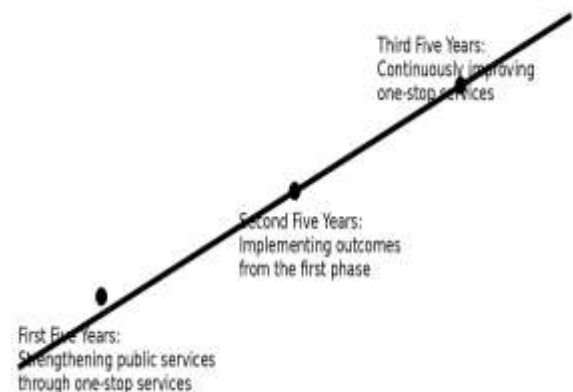


Figure 3. Stages of Achieving Public Service Targets
 Source: KPANRB, 2010

Strategic steps in implementing bureaucratic reform through one-stop services include: 1) the implementation level, which involves establishing policies, strategies, and standards for the execution of

one-stop services; 2) program implementation that is results-oriented; and 3) implementation methods that must align with the areas of change and their scope, whether applied through preventive, persuasive, productive approaches, or through enforcement measures and sanctions, as illustrated in the following figure.



Figure 4. Bureaucratic Reform Methods in One-Stop Services

Source: KPANRB, 2010

To date, the one-stop service program still faces various operational challenges. The quality of Public Service Malls (PTSP) has not yet fully satisfied the public. Therefore, future steps should involve the adoption of advanced technologies such as blockchain and other digital systems to reduce the complexity of public services—particularly for investors—while also accelerating public education, minimizing corruption, collusion, and nepotism (KKN), and enhancing transparency (Alexandro & Basrowi, 2024b).

Non-verbal communication aspects, such as excellence in one-stop service delivery, also influence the effectiveness of government service communication

and therefore need to be improved (Hadipeoro, 2018). In addition to procedural improvements, non-technical measures are equally important (Yusuf et al., 2024). These include improving service quality and facility completeness, ensuring timeliness of service delivery, strengthening the sense of responsibility among public officials, enhancing guarantee systems to protect users from service errors, and improving the attitudes of officers so they serve the public with full commitment (Priyanto, 2016).

Technological advancements today offer significant efficiency in time and help reduce administrative errors. For example, financial technology (fintech) and e-commerce demonstrate how quickly society can adapt to digital systems. However, internet infrastructure remains a major constraint. Not all regions have adequate access, and operational costs associated with implementing digital systems also pose challenges (Junaidi, Basrowi, et al., 2024).

CONCLUSION AND RECOMMENDATION

Bureaucratic reform has brought various improvements and conveniences to public service delivery. However, its development continues to face complex challenges, both internal and external to the government. Public service capacity must continuously be tested and improved to achieve optimal performance.

To realize the vision and mission of one-stop services, all operational aspects must align with existing regulations, including the *Grand Design of Bureaucratic Reform 2010–2025*. Optimization can be achieved through the implementation of advanced technologies, which not only minimize corrupt practices (KKN) but also enhance transparency and efficiency in public service delivery (Junaidi, Mashar, et al., 2024).

To strengthen the effectiveness of bureaucratic reform and optimize the implementation of one-stop public services, several strategic recommendations are proposed:



First, the government should intensify the integration of digital technologies across all levels of public service delivery. The adoption of e-government systems, artificial intelligence, and data-driven decision-making tools can significantly enhance efficiency, reduce administrative delays, and minimize opportunities for corrupt practices (KKN). Continuous system updates and cybersecurity measures must also be prioritized to ensure reliability and public trust (Nuryanto, Basrowi, & Quraysin, 2024).

Second, capacity building of human resources within public institutions must be carried out consistently (Alexandro & Basrowi, 2024a). This includes regular training, competency development, and performance evaluation systems that are aligned with merit-based principles. Civil servants should be equipped not only with technical skills but also with ethical values and a service-oriented mindset.

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