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The Accountability of Public Services during Covid-19 Pandemic in Bone Regency, South Sulawesi Province (a case study Tanane Riattang district office)

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Abstract

This study discusses the accountability of public services during the Covid-19 pandemic at the Tanete Riattang district office, Bone Regency, South Sulawesi Province. The objectives of this research are, first, to find out the types of licensing and non-licensing administrative services needed by the community and second objective is how the accountability of public service procedures during the Covid-19 pandemic. The method used was a qualitative method with a case study approach, where data collection techniques are through interviews, documentation and observations. The informants are the district head, the district secretary, the head of the public service section, the head of the public orderliness and peace section and the staff of the Tanete Riattang district. The results of the research showed that licensing and non-licensing administrative services during the covid-19 pandemic are going well. The community was obliged to comply with health protocols, even the number's services was increasing compared to before covid-19. The service system used Standard Operating Procedures (SOP) without service fees and employees apply moral values, namely "*Pattugengkengngi Atimmu Ri Gau Madecengnge*" (stick your heart towards goodness) in providing services to the community.

Keywords: Accountability of procedure, administrative services, covid-19 pandemic, Tanete Riattang district office

Introduction

According to Smith (1776), the government of a country has three main functions, as follow: (1) to maintain domestic security and defense, (2) to administer justice, and (3) to provide goods that are not provided by private sectors. Furthermore, based on Law 23 of 2014 concerning regional government, it is said that the function of government is to carry out government administration that includes regulatory functions, service functions, development functions, empowerment functions, and protection functions. In Law Number 25 of 2009 chapter one verse one, public service is an activity or series of activities

in order to fulfill service needs in accordance with statutory regulations for every citizen for goods, services, and or administrative services provided by public service providers. Therefore, government officials as public servants must provide the best service to the community without exception.

Several researchers previously concluded that public services performed by state civil apparatus can provide satisfaction to the community, including special facilities for people with disabilities (Suandi, 2019; Saputro, 2016; Yuni, 2016; Hidayati, 2014). However, the reality in the field shows that we often encounter a service system that is slow/not on time, convoluted, lack of transparent, lack of informative, inconsistent, expensive (tends to be bribery, corruption, collusion and nepotism). Thus, people are reluctant to come to government offices except for important matters. This is supported by studies of Kafrawi (2019), Karol and Booby (2019) which find that there is public dissatisfaction with lack of accountable public services such as inadequate facilities and infrastructure (internet, electricity and e-id card recording) that are damaged. Then, it was supported by the Ombudsman Institute (2019) noted that the reported institution with the most complaints by the public regarding public services are the local government (41.03%), followed by the police (13.84%), and the ministries/institutions (9.87%).

The differences in the results of these studies prove that there is still debate about the implementation of public services in Indonesia, especially at the level local governments. This is interested to study during the covid-19 pandemic because on the one hand, public services should not be interrupted. Yet, on the other hand, social interactions between public service implementers and the community are limited or have to apply health protocols. The phenomenon that occurs are; (i) the government limits social interactions, while the community considers their economic activities or business to be restricted, (ii) many public service offices are closed and there are no alternative services (few are creative and innovative), while public administration affairs are neglected (confused, stressed and unable to do anything to survive, especially the poor) (Ombudsman, 2020).

The scope of public services includes public goods service and public services as well as administrative services as regulated in Law 25 of 2009 chapter five verse one. The form of public service accountability in this research focuses on the types of administrative services. This study will provide an overview of how public service accountability, specially procedure accountability in the era of the Covid-19 pandemic in South Sulawesi. According to Moore (2015) that procedural or professional accountability such as; 1) people who work full-time; 2) adhere to a set of normative behaviors and expectations in the form of a code of ethics; 3) has service orientation, competent performance with regard to client needs; 4) professional organizations created to improve and protect jobs; 5) have special knowledge based on education and training through letters official, degree, or certification that distinguishes one profession from another and 6) members have autonomy in decision making based on their specialized knowledge, but they can be controlled by responsibilities. Then, according Jabbra and Dwivedi (1989) that professional accountability is professional in carrying out tasks and expects suggestions for improvement.

This research was conducted in Bone Regency as one of the regencies in South Sulawesi that received an Unqualified Opinion Award (WTP) of the Supreme Audit Agency (BPK) in the Financial Statement of Lokal Government (LKPD) for five consecutive times

(2016-2020). This means that the administration of government in Bone Regency through the Administration Report of Local Government (LPPD) and the Performance Accountability System of Government Agency (SAKIP) is carried out professionally, accountable and transparently (Bone.go.id, 2020). In fact, the increasing number of people has been confirmed positive for Covid-19. In Bone Regency until April 10, 2021, the data showed positive: 1,277 people; recovered: 1,238 people; death 37 people, On November 10, 2020 based on the data; positive: 232; recovered: 171; death: 3) (Bone.go.id, 2021). The shows data that the need for changes in administrative structures and work patterns in government agencies (realizing optimal physical distance, and working from home (Toto and Atik, 2021) and ITC (*Information, Technology and Communication*), which are still obstacles to implementer's public services or people who do not understand technology.

Next, based on the BPS (Central Bureau of Statistics) South Sulawesi in 2021, Bone Regency in 2018-2019 succeeded in reducing the poverty rate from 10.55% (79,570) to 10.05% (76,250). Bone Regency has 27 Districts. The researcher deliberately chose *Tanete Riattang* District as the research site for several reasons, among others; (i) the district office has a Performance Accountability System of Government Agency (SAKIP) due to an award from the Bone Regency Government in 2020, (ii) it has the largest population of 52,335 people or 6.53% compared to other districts (BPS Bone, 2021), and including districts that have greater service complexity compared to other districts, (iii) the results of our pre-research show that this district always represents the District government of Bone as the district with the best public service standards. The problem that arises is the recognition of Bone Regency as a regency that receives WTP opinion from BPK (Financial Supervisory Agency). On the other hand, the economic condition of the community is still concerning because of the large poverty rate. Therefore, a good Financial Statement of Local Government (LKPD) is still a big question in managing public service accountability to the public, especially during the Covid-19 pandemic.

Research Method

This research method used qualitative research. According to Bungin (2013), Qualitative research is mostly inductive in nature. The researcher derived meaning from the data collected in the field. Qualitative research methods would be useful in cases where the researcher wanted to gather general ideas from the subject. The purpose was to explore, interpret and describe a situation with data collection techniques were (i) *interview*; (ii) *dokumentation*; and (iii) *observation*. Therefore, this research approach was a case study that would fully and realistically describe the procedure accountability of public services during the Covid-19 pandemic in Bone Regency (a case study at the Tanete Riattang district office). This study was carried out from June to July 2021.

The sample was selected informants with purposive sampling who understand and carry out public service tasks in the Tanete Riattang district office, Bone regency. The five informants were selected consisting of; (i) head of district; (ii) secretary of district; (iii) head of general services; (iv) head of the peace and orderliness section; (v) one of the Tanete Riattang district staff.

Results and Discussion

The types of licensing and non-licensing administrative services needed by the community

Licensing and non-licensing administration services to the community in the Tanete Riattang district are running normally. It means that there are no different things about both before and during the covid-19 pandemic. Researchers took registration records for administrative services before covid-19 was January to March 2020. During the covid period, it was conducted in January to June 2021 and paid attention to the Performance Accountability Report of Government Agency (LKjIP) of Tanete Riattang district in 2020. The registration records for licensing and non-licensing administrative services are as shown in Table 2 and Table 3.

Table 2

Licensing Administrative Services to Communities at Tanete Riattang District, January to March 2020 (before covid-19)

Types of Licensing Administrative Services	Month		
	Jan	Feb	March
cover letter for building permit	11	12	9
cover letter for business permit	-	-	-
Quarterly	32		

Source: Tanete Riattang district office (2021)

Table 3

Licensing Administrative Services to Communities at Tanete Riattang District, January to June 2021 (era covid-19)

Types of Licensing Administrative Services	Month					
	Jan	Feb	Mar	Apr	May	June
cover letter for building permit	10	8	10	7	7	10
cover letter for business permit	-	-	-	-	-	-
Quarterly	28			24		

Source: Tanete Riattang district office (2021)

Table 2 and Table 3 show that the number of people served for a cover letter for a Building Permit (IMB) for three months from January to March 2020 and January to March 2021 decreased. It means that during the covid-19 pandemic, the tendency of people to take care of permits has decreased from 32 cover letters before to 28 during the covid-19 period.

In the following quarter April to June 2021 (during the covid-19 period), the cover letter for building permits was only 24 or down compared to the previous quarter of 28. This means that during the covid-19 pandemic there was a decrease in the number of people taking care of it. This is due to the sluggish economic factor of the community and is more concerned with the needs of the family.

Table 4

Non-licensing Administrative Services

to Communities at Tanete Riattang District, January to March 2020 (before covid-19)

Types of Non-Licensing Administrative Services	Month		
	Jan	February	March
certificate of the population moving and coming between villages in districts	4	5	-
certificate of the population moving and coming between districts	3	4	2
cover letter of the population moving and coming between regencies within a province	5	10	1
cover letter of the population moving and coming between provinces	4	4	1
cover letter for business	-	-	-
cover letter of identity card/KTP (issuance, amendment and substitution)	-	-	-
cover letter of family card (issuance, amendment and substitution)	53	79	39
cover letter of birth certificate	8	15	2
cover letter of death certificate	-	-	-
cover letter of marriage certificate	5	2	8
cover letter of divorce certificate	-	-	-
cover letter of child adoption certificate	-	-	-
cover letter for police records (SKCK)	5	1	3
Quarterly	32		

Source: Tanete Riattang district office (2021)

Table 5
Non-licensing Administrative Services
to Communities at Tanete Riattang District,
January to June 2021 (During covid-19)

Types of Non-Licensing Administrative Services	Month					
	Jan	Feb	Mar	Apr	May	June
certificate of the population moving and coming between villages in districts	20	11	10	11	8	24
certificate of the population moving and coming between districts	20	24	25	25	21	26
cover letter of the population moving and coming between regencies within a Province	17	19	14	13	17	20
cover letter of the population moving and coming between provinces	11	14	13	18	16	33
cover letter for business certificate	4	19	13	19	6	13
cover letter for identity card/KTP (issuance, amendment and substitution)	212	174	187	192	149	188
cover letter for family card (issuance, amendment and substitution)	189	168	163	202	156	204
cover letter of birth certificate	22	20	15	13	15	24
cover letter of death certificate	-	-	-	-	-	-
cover letter of marriage certificate	18	15	15	3	7	6
cover letter of divorce certificate	-	-	-	-	-	-
cover letter of child adoption certificate	-	-	-	-	-	-
cover letter for police records (SKCK)	-	1	3	2	3	6
Quarterly	1.436			1.440		

Source: Tanete Riattang district office (2021)

Data show that the number of people served for non-licensing administration during the covid-19 pandemic (January to March 2021) was quite large (1,436) compared to before covid-19 (263) in the same period January to March 2020. The increase was generally for family cover letters and identity cards, including the community must follow the health protocol at the district office.

Administrative services at the district office are free. The services run as usual, both before and during the COVID-19 pandemic. But, people must follow the health protocol and the district officials provide excellent service to the community, as explained by the district secretary:

Licensing and non-licensing administrative services to the public are free of charge, both before and during the covid-19 pandemic. In essence, we are committed to optimizing fast and courteous service (interview with Edy/Secretary of Tanete Riattang district).

Procedural accountability of the apparatus of the Tanete Riattang District Office

Procedural or professional accountability in this study were;

(i) Full-time State Civil Apparatus (ASN);

The Tanete Riattang district apparatus during the covid-19 pandemic continued to work full-time. The morning and evening ceremonies were canceled and did fingerprints as proof of attendance at the office.

During the covid-19 pandemic, we district officials have fingerprints before 08:00 am and work from 08:00 am-04:30pm, rest at 12:00am-01:00pm. During the pandemic, there are no morning and evening ceremonies. Usually, the morning ceremony was at 07:30am or 04:00pm in the afternoon. Working hours before covid-19 was from 07:30am-04:00pm. (interview with Mrs. Nursidah/head of general services section, Tanete Riattang).

The working hours of state civil apparatus are determined by the Bone regency government and can be carried out properly by district apparatus. If they do not carry out duties, there are will be given sanctions.

Sanctions for violating the discipline of state civil apparatus in the Tanete Riattang district will be given a verbal or written warning. The scale of disciplinary violations such as a state civil apparatus absent from work five days in a month, will be given a sanction that is not given Additional Income Allowance (TPP) in that month (Interview with Mala/ Camat Tanete Riattang).

(ii) Comply with a set of normative behaviors and expectations in the form of a code of ethics;

The administrative service apparatus in the Tanete Riattang district has qualifications that are thorough, communicative, responsive, polite and honest based on the Standard Operating Procedure (Decree of Tanete Riattang district head, number 19 of 2017). The implementation of the duties of the district apparatus during the covid-19 pandemic is as usual, but with health protocols. The apparatus serves the community well and quickly, but pays attention to the specified requirements, as explained the district head (Camat):

All sub-district apparatus and I always remind people to behave politely, honestly and quickly to serve the community. We are careful in the document process according to the rules, carry out good communication according to the needs of the community and each staff is responsible for their duties (interview with Mala/District head).

The district head (Camat) must be a role model to all staff and this has been conducted by the district head, as stated by the district general service section head):

The sub-district head is a role model for us, she is communicative, kind, committed and responsible for her work, always gives us positive advice (interview with Mrs. Nursidah /head of general services section).

This research is supported that an accountable environment is created from the top down, where the leader has an important role in creating the environment. An accountable environment is carried out by providing example for others. There is a high commitment to work, thus, it has a positive effect on others and avoids things that frustrate good performance (LAN-RI, 2015).

The attitude and behavior of the sub-district apparatus in providing government administrative services during the COVID-19 pandemic is objective and selfless serving with health protocols. The service ethics carried out by the Tanete Riattang sub-district apparatus are familial and polite to the people who come for various purposes, as explained by the Tanete Riattang district head:

*My officers and I will provide service politely by applying the value of **Pattugengkengi Atimmu Ri Gau Madecengge (Stick your heart towards goodness)** which we continue to do in providing government services, so that the community gets satisfaction with our services and if there are unethical employees, we will give sanctions (Interview with Mala/District head).*

(iii) Service orientation, competent performance for client needs;

The services provided to the people of the Tanete Riattang district before and during the covid-19 period were no different because they were based on standard operating procedures, as explained by secretary of Tanete Riattang district (Sekcam):

Service apparatus before and during the Covid-19 pandemic was not different. All the requirements needed for a certificate or cover letter have been fulfilled. The applicant will quickly receive the letter after it is signed. Sometimes, outside the office, a letter is signed by an authorized official, then it is registered and stamped at the district office (interview with Mr. Edy/Sekcam).

This method is carried out to facilitate administrative services to the community. This is in accordance with the accountability procedure that public services are fast, responsive, cheap and free of collusion, corruption and nepotism (LAN-RI, 2015).

The district apparatus will optimally provide the best service to the community at no cost according to the information board displayed in the administrative service room of the Tanete Riattang district. Administrative services to the community are still manual, but do not reduce services to the community, as explained by district staff:

People who want a cover letter for population such as family certificate, identity cards (e-KTP) and others do not need to go to the Population and Civil Registry Office (Dukcapil), unless they are finished or maybe print an e-KTP for the first time, then they must make a recording e-KTP identity. All the requirements needed in the issuance of population documents must be in pdf form before sending Whatsapp number 08114123344 (Dukcapil officers). When finished, the Dukcapil officer will inform via WA to the person concerned to be taken to the Dukcapil Office (interview with Mrs. Irma/sub-district staff).

Transparency and ease of administrative services to the public is the responsibility of the service implementing apparatus. It is informed to the public widely. Thus, it is easily known and accessed, the practice of service providers can be considered to have high transparency (Karjuni, 2009).

(iv) State Civil Apparatus (ASN) has autonomy in decision making based on their special knowledge and responsible;

The making of important decisions is the responsibility of the district head as leader. Administrative matters that can be resolved by staff, will be delegated to staff, such as certificates and cover letters for licensing and non-licensing, this is the explanation of the district head *Tanete Riattang*:

The signing of the certificate and cover letter for licensing and non-licensing administration issued by the district does not require the sign of district head because at certain times I am not available in the office. So, this can be represented by the secretary or one of the existing section heads (interview with Mrs. Mala/Camat).

Some cover letters also require field checks such as building permits or business permits. It is the responsibility of the district government that the permits are appropriate to be granted by the relevant office, as explained by the district head of *Tanete Riattang*:

Licensing that requires field checks such as a cover letter for a building permits (IMB), the head of the peace and order section must check the feasibility before being signed head of district (Camat) and forwarded to the Office of Investment and One Stop Integrated Service (DPMPTSP). The head of peace and orderliness section has the authority to decide whether it is appropriate or not. If appropriate, the letter is initialed and signed by the Camat/Sekcam. If both of them are not in the office, the Head of Section for peace and orderliness will sign (interview with Mrs. Mala/Camat Tanete Riattang).

The existence of delegation of authority to staff means that administrative services continue to provide services to the community (Karjuni, 2009).

(v) Expecting feedback for improvement.

As a manifestation of accountability for government administration services, the *Tanete Riattang* district government has given information on social media. The aim is to receive suggestions and constructive criticism that ultimately benefits the community, as explained by *Tanete Riattang* of the district secretary:

*The manifestation of our responsibility in government services is that there is a need for criticism or input for the common good, through social media Instagram (*karyataneteriattang*) and Facebook (*kecamataneteriattang*) with a background map of the *Tanete Riattang* district. We received a lot of comments from the community, such as criticism and praise and suggestions from the community for activities held in the future (interview with Mr. Edy/Sekcam).*

This method is the accountability of the district apparatus in providing democratic control in building a system that involves all elements of society (LAN-RI, 2015), especially the people of *Tanete Riattang* district. Receiving suggestions from the public, both criticism or improvement of activities that have been organized by the government is one of the transparencies to the community (Karjuni, 2009).

Conclusion

The type licensing administrative service needed by people during covid-19 pandemic at the Tanete Riattang of district office is building permit (IMB). Licensing administrative services before covid-19 in the period January to March 2020 was 32. Meanwhile, during the January-March 2021 COVID-19 pandemic, it was 28 and April-June 2021 was 24 or there was a decrease in building permits. Furthermore, non-licensing administrative services are generally cover letters of introduction for family certificate and identity cards, where before the covid-19 pandemic (January to March 2020) it was 263 letters. Meanwhile, during the covid-19 pandemic (January to March 2021) it was 1,436 and April-June 2021 was 1440 or there was an increase in letters of cover.

Accountability of procedures are conducted based on Standard Operational Procedure (SOP). Before and during the covid-19 pandemic, there was no decline in the performance of the apparatus, even the number served by the community during the covid-19 pandemic increased compared to before covid-19. Accountability of procedures in the time of covid-19 were as follow; (i) work full-time from 08.00 to 16.30 with a break from 12.00 to 13.00 without ceremony; (ii) state civil apparatus who did not go to the office (maximum five days) in a month will be penalized for not paying the Additional Income Allowance (TPP) in the relevant month; (iii) the apparatus must be communicative, committed and responsible for the work, with hard work and work to serve the community at no cost; (iv) behavior that applies family values such as greetings, smiles, polite and friendly) in serving the community; (v) the sub-district government is open to giving suggestions or criticism through social media such as Instagram (*karyataneteriattang*) and Facebook (*kecamataneteriattang*) as a forum the sub-district government for improve services to the community, and finally, there is no difference in service to the community because based on Standard Operating Procedures (SOP), and the cultivation of local community values: "*Pattugengkengi Atimmu Ri Gau Madecengnge*" (stick your heart toward goodness) in providing services. So far, there has been no criticism of government administration services, including public complaints related to direct non-administrative services such as conflicts between neighbors or conflicts in the family, social assistance, etc.

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