

POLICY IMPLEMENTATION OF THE ONLINE SINGLE SUBMISSION (OSS) SYSTEM IN ENHANCING LICENSING SERVICE DELIVERY AT THE INVESTMENT AND ONE-STOP INTEGRATED SERVICES OFFICE OF EAST JAVA PROVINCE

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Abstract

Online Single Submission (OSS) is a web-based business licensing system developed to simplify licensing procedures and improve the quality of public services in the investment sector. This study aims to analyze the implementation of the OSS policy at the Investment and One-Stop Integrated Services Office (DPMPTSP) of East Java Province. The research employs a descriptive qualitative approach, with data collected through observation, interviews, and documentation, which were analyzed using data triangulation techniques. The findings indicate that the implementation of OSS in East Java Province has been relatively effective, particularly in improving the efficiency of licensing processes and supporting the increase in regional investment realization. Nevertheless, several challenges remain, including limited human resources, technical readiness of the system, and business actors' understanding of OSS mechanisms. Therefore, strengthening the capacity of government officials, optimizing information technology systems, and conducting continuous socialization are necessary to support the optimal implementation of OSS at the regional level.

Keywords: Business Licensing, OSS, Policy Implementation, Public Services.

A. INTRODUCTION

In the current era of digitalization and bureaucratic reform, the number of people using digital information technology continues to grow (Zein M, 2023). The government's active role in providing public services is a crucial model of public management (Hendrayady et al., 2023). This involvement is a key element in improving the quality of services provided to the public. In response, the government is utilizing information technology in the provision of public services, including licensing services (Katharina R, 2021).

In times of increasingly fierce economic competition, the use of technology is crucial for improving the responsiveness and quality of public services (Nababan et al., 2023). One crucial form of public service is creating a supportive investment climate by simplifying the business licensing process (Daris et al., 2024). The Indonesian government has adopted a risk-based Online Single Submission (OSS) system as a strategic effort to reduce licensing bureaucracy, strengthen transparency, and minimize the potential for abuse of power in investment management (Faustina & Rusli, 2025). The OSS focuses on the development of businesses ranging from MSMEs to large corporations, as a large number of businesses will increase regional investment (Cahaya et al., 2025). Within the regional government, the Investment and One-Stop Integrated Services Agency (DPMPTSP) plays a strategic role as

the primary implementer of integrated one-stop licensing services, as mandated by East Java Regional Regulation Number 3 of 2019 concerning the Organization and Work Procedures of the DPMPTSP. East Java Province, as the center of national economic growth with the second-highest GRDP (Rp 2,000 trillion), is a relevant area for study, given its handling of over 200,000 annual licensing applications (IMB, SIUP, TDP, OSS-RBA), generating massive document volumes (Febryana, 2023).

However, the digital transformation of OSS-RBA presents new challenges in the form of an exploding volume of digital and physical archives, requiring adaptive archival management (Faustina & Rusli, 2025). A 2023 ANRI survey showed that 65% of regional agencies struggled to manage inactive archives from digital systems, with a backlog of 2-5 years and only 30% digitization. At the East Java DPMPTSP, initial observations revealed a 70% overloaded archive warehouse, 15% SIARSIP integration, and a retrieval time of 3-8 hours, hampering the effectiveness of the OSS (Overview of the Indonesian Archives and Public Information System).

Therefore, this study focuses on analyzing OSS implementation at the East Java DPMPTSP to improve the quality of licensing services, while identifying the effectiveness of supporting inactive archive management (Perizinan et al., 2024). This study is expected to provide empirical contributions and digital governance-based policy recommendations for the development of sustainable regional licensing services (Armalita, 2025).

B. LITERATURE REVIEW

Policy Implementation

Policy implementation is the stage of program implementation to achieve formulated objectives, where success is determined by the interaction of four main variables (George C. Edwards, 1980).

- Communication, defined as the clear, targeted, and consistent delivery of policy content to implementers. There are three main elements: clarity of policy content, effective transmission of information, and consistency of messages across bureaucratic levels. Poor communication leads to misunderstandings among implementers regarding the substance and procedures of the policy, thus hindering target achievement.
- Resources, including the availability of trained personnel, an adequate budget, physical infrastructure, and supporting technology. Without sufficient resources, a policy remains merely a paper document with no real impact. Key components include the quantity and quality of human resources, operational facilities, and sustainable operational funds to ensure smooth implementation from the initial stage to evaluation.
- Disposition, consisting of measuring the attitudes, commitment, and perceptions of officials toward the policy. These factors include implementers' acceptance of the policy's objectives, their level of commitment to its success, and their belief that the policy is legitimate and beneficial. Implementer resistance is often driven by value disagreements or concerns about changing the organizational status quo.
- Bureaucratic Structure: Evaluates the level of organizational fragmentation, procedural complexity, and inter-unit coordination mechanisms. Four structural barriers exist: fragmentation (many units involved), multi-level regulatory complexity, procedural strictness (rigid vs. flexible), and clarity of responsibilities. An effective bureaucratic structure requires cross-unit coordination and flexibility to address field conditions.

According to Edwards (1980), successful implementation depends on the multiplication of these four factors, where the weakness of one factor can compensate for the strength of another, while the absence of any one factor leads to total failure. This model is universal for

analyzing the implementation of complex public policies, including digital bureaucratic reform and government administration transformation.

Public Services

Public services are one of the primary functions of government and are inseparable from the existence of a modern state. Dwiyanto (2021) explains that public services are essentially a series of activities carried out by the government bureaucracy to meet the basic needs of citizens and their civil rights, both in the administrative, social, and economic fields. These services encompass a wide range of services, from population administration, health, education, to business licensing, as implemented by the DPMPTSP. Public services are not simply understood as administrative transactions, but as a form of state presence in ensuring the welfare and facilitating the public in carrying out their activities (As, 2024).

One of the main characteristics of public services is that they are mandatory, not optional, for the government (Ramadhan R, 2024). This means that the government cannot refuse to provide services to the public as long as citizens meet the requirements stipulated by laws and regulations. Furthermore, the public has the right to receive services that are appropriate, fair, non-discriminatory, and uncomplicated (Widanti, 2022). Therefore, public services are always linked to the issue of rights and obligations: the government's obligation to serve and the public's right to be served. In this context, the quality of public services is an important barometer for assessing the extent to which the principles of good governance have been implemented in government administration.

Good public services are measured not only by the presence or absence of services, but also by how they are delivered (BP, 2015). Services deemed high quality are those that are easily accessible, have clear and simple procedures, have measurable completion times, and are charged at reasonable and transparent rates (Mutmaina, 2021). Furthermore, services must be supported by professional, friendly personnel who are able to communicate well with the public. From a public administration perspective, such services reflect a bureaucracy that is no longer power-oriented but service-oriented.

Public services that are transparent, accountable, responsive, and oriented toward the interests of citizens will increase public trust in the government. Conversely, services that are slow, unclear, and tend to be discriminatory will give rise to dissatisfaction, complaints, and even potential conflict. Therefore, bureaucratic reform in Indonesia often starts from the public service sector, including through information technology-based service innovations such as the Online Single Submission (OSS) system in the field of business licensing.

C. RESEARCH METHODOLOGY

This study uses a descriptive qualitative approach to gain a deeper understanding of the implementation of the Online Single Submission (OSS) system to improve licensing services at the East Java Provincial Investment and One-Stop Integrated Services Agency (DPMPTSP). This approach was chosen because it is exploratory and emphasizes understanding the process and dynamics of policy implementation within the context of public services. According to Creswell (2015) in Nasir et al., 2023, qualitative research utilizes in-depth interviews as a data collection method, both with individual respondents and groups.

Data collection was conducted through in-depth interviews, observation, and documentation studies. Interviews were conducted with informants directly involved in the implementation of OSS-based licensing services. Observations were used to directly observe the licensing process. Documentation included a review of regulations, standard operating procedures (SOPs), and related supporting documents. The data obtained were analyzed qualitatively through the stages of data reduction, data presentation, and conclusion drawing

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(Saksitha et al., 2024). thus producing a comprehensive picture of the effectiveness of OSS implementation and various obstacles faced in the practice of licensing services at the DPMPTSP of East Java Province.

D. RESULT AND DISCUSSION

The implementation of the Online Single Submission (OSS) System at the East Java Provincial Investment and One-Stop Integrated Services Agency (DPMPTSP) is part of the government's strategic efforts to promote bureaucratic reform and improve the quality of licensing services. The OSS is designed as a nationally integrated electronic-based business licensing system to simplify procedures, expedite service times, increase transparency, and provide legal certainty for business actors. To analyze the success of the OSS policy implementation, the Edward III policy implementation model is used as an analytical framework because it emphasizes four key variables that determine the effectiveness of public policy implementation: communication, resources, implementer disposition, and bureaucratic structure.

● Policy Communication in OSS Implementation

Policy communication is a key variable in the George C. Edward III policy implementation model, which emphasizes that the success of a policy is greatly influenced by the clarity, consistency, and accuracy of information delivered to policy implementers and target groups. A well-formulated policy will not be effective if the policy message is not fully understood by both implementing actors and the public as service recipients.

Within the Online Single Submission System (OSS), policy communication plays a strategic role because the OSS is a technical, dynamic, and information technology-based national policy. OSS implementation requires a unified understanding of licensing procedures, administrative requirements, and the use of a continuously updated digital system. Therefore, policy communication is a crucial prerequisite for ensuring the licensing process complies with regulations and achieving the goal of streamlining services. The East Java Provincial DPMPTSP plays a central role as a liaison between OSS policies at the central level and licensing services at the regional level. The DPMPTSP is responsible for disseminating policy information, translating technical regulations, and ensuring that implementing officials and business actors correctly understand the OSS mechanism. This role is crucial for maintaining service consistency and preventing procedural errors that could hinder the licensing process.

Interviews revealed that the East Java Provincial DPMPTSP has undertaken various policy communication efforts through outreach, technical assistance, and the provision of service information. However, field findings also indicate that the relatively rapid regulatory changes and updates to the OSS system still pose challenges in information delivery. The lack of synchronization between central-level policy understanding and regional implementation has the potential to impact the certainty of licensing services, especially for business actors unfamiliar with digital systems. In relation to Edward III's theory, the policy communication aspect of OSS implementation at the East Java Provincial DPMPTSP has been implemented, but it is not yet fully optimal. Clarity and consistency of information still need to be strengthened so that policy communication truly supports the effective and sustainable improvement of licensing services.

● Resources for OSS Implementation

Resources are a determining factor in policy implementation because their success depends heavily on the availability of human resources, budget, and supporting facilities and infrastructure. A well-designed policy will be difficult to implement without adequate and competent resources.

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In the implementation of the OSS (Online Licensing System), resources are crucial because the electronic-based licensing system requires technical skills from staff, reliable technological infrastructure, and sustainable financing. The OSS not only transforms service procedures but also shifts staff work patterns from a manual system to an integrated digital system. The East Java Provincial DPMPTSP, as the policy implementer at the regional level, is responsible for ensuring the readiness of resources to support OSS operations. Staff are required to possess technical competence and an understanding of licensing regulations, while the availability of technological infrastructure is a determining factor in ensuring smooth licensing services.

Interviews indicate that human resources at the East Java Provincial DPMPTSP are generally capable of operating the OSS system and understanding licensing procedures. However, technical skills are not yet fully distributed, particularly in handling complex licensing processes. Furthermore, technological infrastructure constraints, such as system and network disruptions, are still being encountered, impacting the speed of licensing processing. Based on Edward III's theory, this situation indicates that the resources for OSS implementation at the East Java Province DPMPTSP are available, but do not fully meet the principles of adequacy and reliability. Strengthening the capacity of staff and improving the technological infrastructure are still needed for the OSS to have a maximum impact on improving licensing services.

● Implementer Disposition in OSS Implementation

The implementer disposition in the Edward III model refers to the attitude, commitment, and level of acceptance of staff toward the implemented policy. A positive disposition will encourage policy implementers to implement the policy diligently and orientate themselves toward achieving the policy's objectives.

In OSS implementation, the disposition of implementers is a crucial factor because officials not only act as system operators but also as agents of change in licensing service reform. An open attitude to change and a commitment to improving service quality are prerequisites for OSS success. The East Java Provincial DPMPTSP plays a strategic role in fostering positive implementer dispositions through staff development and instilling public service values. Apparatus with an understanding and commitment to OSS will be more responsive in serving businesses and assisting with any technical challenges that arise.

Interviews indicate that East Java Provincial DPMPTSP officials generally have a positive attitude toward OSS implementation. Although there were initial adjustments to the new system, officials have increasingly demonstrated commitment to implementing OSS and providing assistance to businesses. In relation to Edward III's theory, the disposition of implementers in OSS implementation at the East Java Provincial DPMPTSP aligns with the theoretical framework, as officials demonstrate an attitude of acceptance and commitment that supports improving the quality of licensing services.

● Bureaucratic Structure in OSS Implementation

Bureaucratic structure relates to the division of authority, work procedures, and coordination mechanisms between units in policy implementation. A complex and fragmented bureaucratic structure can hamper policy implementation if not balanced by effective coordination.

In OSS implementation, the bureaucratic structure plays a crucial role because business licensing involves various technical agencies and sectoral authorities. Therefore, the OSS requires an adaptive, coordinated bureaucratic structure supported by clear SOPs. The East Java Province DPMPTSP serves as the coordinator of licensing services in the region, bridging the interests of various technical agencies within an integrated service system.

Clarity in workflow and division of tasks are crucial factors in ensuring the certainty and speed of licensing services.

Interviews indicate that coordination between units and technical agencies has been implemented through existing procedural mechanisms. However, the complexity of sectoral authorities still impacts the speed of processing certain permits, particularly those requiring technical recommendations from other agencies. Thus, based on Edward III's theory, the bureaucratic structure in the implementation of the OSS (Online Service Delivery System) at the East Java Province's DPMPTSP (Directorate General of Public Works and Public Housing) has been guided by the principle of integration, but has not yet fully optimized in supporting the acceleration of licensing services.

Based on the Edward III model analysis and supported by interview results, the implementation of the OSS at the East Java Province's DPMPTSP indicates that improving the quality of licensing services is the result of the interaction of four policy implementation factors. Policy communication, resource availability, implementer disposition, and bureaucratic structure are interrelated and influence the effectiveness of the OSS in service practice. The research results indicate that the OSS has made a positive contribution to increasing the transparency and efficiency of licensing services. However, challenges related to communication consistency, resource readiness, and bureaucratic coordination still need to be addressed on an ongoing basis. By simultaneously strengthening these four factors, the OSS has the potential to become a strategic instrument in realizing fast, easy, and accountable licensing services and supporting a conducive investment climate in East Java Province.

E. CONCLUSION

Based on the discussion of the implementation of the Online Single Submission (OSS) system at the East Java Provincial Investment and One-Stop Integrated Services Office, it is clear that the success of digital-based licensing services is influenced by the interconnectedness of policy communication, resource availability, implementer disposition, and bureaucratic structure. These four aspects have been implemented to support OSS implementation, although not yet fully optimized in service practice.

Policy communication has been implemented through outreach and mentoring, but rapid regulatory changes and system updates continue to impact the consistency of understanding among implementers and service users. In terms of resources, the apparatus and infrastructure have essentially supported OSS operations, although equitable distribution of technical capabilities and system reliability remain challenges. Implementer dispositions demonstrate positive acceptance and commitment, while the bureaucratic structure provides a mechanism for coordinating licensing services. However, the complexity of inter-agency authority continues to impact the effectiveness of service acceleration. Strengthening the consistency of policy communication, increasing the technical capacity of the apparatus, and improving the system and inter-agency coordination are necessary to ensure more effective implementation of OSS in East Java Province, enhancing the quality of transparent and accountable licensing services.

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