



The Implementation of Micro and Small Business Licensing Policy Based on the Online Single Submission (OSS) in Cirebon City

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ABSTRACT

This study analyzes the implementation of the Online Single Submission (OSS) system for Micro and Small Business Licensing (UMK) in Cirebon City, using George C. Edward III's framework of communication, resources, disposition, and bureaucratic structure. The OSS system, mandated by Government Regulation No. 5 of 2021, aims to simplify the process of obtaining a Business Identification Number (NIB) for UMK actors. Using a descriptive qualitative approach, data were collected through interviews, observations, documentation, and triangulation involving DPMPSTSP officers and business actors. The findings reveal that while resources and staff commitment are adequate, challenges persist in communication, incentive provision, and fragmented inter-agency SOPs. To enhance implementation effectiveness, the study recommends improved outreach, better coordination among agencies, and the provision of appropriate incentives.

INTRODUCTION

Business licensing serves as a formal legal instrument that must be possessed by entrepreneurs as government validation and legal protection for their business activities (Farida & Radian, 2024). Effectively administered licensing can create a conducive investment climate and contribute to regional economic strengthening, including by increasing the number of Micro, Small, and Medium Enterprises (MSMEs) (Jaelani & Fidaris, 2024).

MSMEs in Indonesia play a vital role in supporting economic stability by contributing significantly to job creation and poverty reduction. According to data from the Ministry of Cooperatives and SMEs (Smeco.go.id., 2022), there are approximately 64.2 million MSME units, showing a growing spirit of entrepreneurship. However, many MSMEs struggle to keep pace with technological advancements because of various challenges, such as limited capital, weak management, lack of skills, and restricted market access. Additionally, a lack of understanding and access to business licensing remains a significant barrier, leading many MSME actors to operate without adequate legal status (Rifda Naufalin, 2020).

In the digital era, data has become a crucial aspect in supporting evidence-based public policy (Khaerudin Imawan, 2015). To address emerging challenges and simultaneously stimulate investment growth, the government initially issued Government Regulation No. 24 of 2018 concerning Integrated Electronic Business Licensing Services as an effort to simplify bureaucratic procedures. This regulation later evolved into the Online Single Submission Risk-Based Approach (OSS RBA) system following issuing Government Regulation No. 5 of 2021 on Risk-Based Business Licensing. The OSS RBA system aligns business licensing processes with the level of business risk, enabling more efficient, transparent, and adaptive procedures tailored to the specific risk profiles of business actors, particularly in the MSME sector.

The OSS RBA system has realized the simplification and acceleration of licensing procedures by leveraging digital technology. Its mechanism classifies licenses based on the potential risk of business activities. Consequently, the requirements imposed on business actors are determined by the complexity of these risks. Licensing applications can now be processed through the local Investment and One-Stop Integrated Services Agency (DPMPTSP) or via the designated digital platform (El Fajri & Woro Astuti, 2024). Furthermore, the risk-based licensing approach encompasses mechanisms for supervision, evaluation, policy updates, financial support, barrier resolution, and sanction enforcement. The authority to issue licenses is shared between the central and regional governments. To ensure its effectiveness, improvements in public service delivery, the strengthening of digital infrastructure, and synergistic inter-agency coordination are essential (Mukarto Siswoyo et al., 2024).

However, implementing the OSS RBA system continues to face several challenges, both regulatory and operational. One key issue is the incomplete application of Norms, Standards, Procedures, and Criteria (NSPK), which have not been fully accommodated. Additionally, licenses issued without on-site verification pose a risk of misuse. Other obstacles include underdeveloped

infrastructure and frequent system disruptions that hinder the process, compounded by the low level of understanding among business actors regarding licensing procedures (Duri et al., 2024). To date, Cirebon City has yet to establish specific local regulations (Regional or Mayoral Regulations) related to MSME licensing through the OSS system. Consequently, the implementation of OSS-based MSME licensing in Cirebon City fully refers to Government Regulation No. 5 of 2021.

A previous study conducted in Situbondo Regency (Fitriani, 2022) revealed that implementing OSS RBA for micro and small businesses is still hampered by low digital literacy, limited digital infrastructure, and weak interagency coordination. Therefore, this study focuses on micro and small enterprises (UMK) in Cirebon City. UMK represents most local economic drivers, yet they frequently face challenges related to access to information, technology, and legal status. They are also among the groups most affected by digital licensing policies such as the OSS RBA system. Through OSS registration, UMK actors can get a Business Identification Number (NIB), which serves as the primary legal document and functions as a Company Registration Certificate (TDP), Importer Identification Number (API), customs access, and financing access (Bahroni et al., 2022). The NIB simplifies business development for UMK actors and enables them to adapt to the digital licensing system.

Cirebon City exemplifies the challenges in implementing business licensing via the OSS system, hindering the policy's intended outcomes. Based on this condition, the author is interested in conducting a study entitled "**The Implementation of Micro and Small Business Licensing Policy Based on the Online Single Submission (OSS) in Cirebon City.**"

LITERATURE REVIEW

The Implementation of The Policy

Policy implementation, according to Cendekia Jaya and Syahriawiti (2020), can be simply understood as a process of translating established regulations or decisions into concrete steps and actions that can be applied in the field. In practice, policy implementation is far from a smooth process; it is highly complex and influenced by multiple factors, particularly those related to political interests. The primary aim of policy implementation is to produce tangible and beneficial outcomes for society, whether through direct effects or long-term impacts.

In his book, George C. Edward III (1980), as freely interpreted by the author, outlines that policy implementation involves four interrelated elements:

1. Communication, which refers to the delivery of clear and timely information to all relevant parties.
2. Resources, encompassing funding, workforce, technology, and facilities.
3. Disposition, referring to the attitudes and commitment of policy implementers.
4. Bureaucratic Structure, which pertains to a clear and efficient organizational system to ensure optimal execution.

A study conducted by Dayantri (2022), titled *“Implementation of the Online Single Submission (OSS) Policy at the Investment and One-Stop Integrated Service Agency (DPMPSTP) of North Sumatra Province,”* focused on analyzing the effectiveness and efficiency of OSS system implementation in licensing processes. Using a qualitative descriptive method, the research found that OSS implementation in North Sumatra Province was effective, supported by an adequate system and competent human resources. However, technical issues with the OSS application and limited public outreach efforts were also identified as ongoing challenges.

Micro and Small Business Licensing

Law No. 20 of 2008 defines a micro-enterprise as a significant business activity independently operated by an individual, which is neither a branch nor a part of a medium or large enterprise, whether directly or indirectly affiliated. The Micro and Small Business License, issued by authorized institutions, aims to provide legal assurance and facilitate access to business support. Micro and small enterprises typically exhibit characteristics such as limited capital and assets, small-scale operations, a minimal number of employees, and simple management systems.

A study conducted by Safitri et al. (2023), entitled *“The Implementation of the Policy on Licensing Services for Micro, Small, and Medium Enterprises Based on the Online Single Submission Risk-Based Approach (OSS RBA) at the Investment and One-Stop Integrated Service Office of Bintan Regency,”* aimed to analyze the application of OSS RBA to MSMEs in the region. Using a qualitative descriptive method and involving eight informants, the study concluded that implementing OSS RBA in Bintan Regency aligns with Government Regulation No. 5 of 2021, particularly to set standards, objectives, and implementation targets.

Online Single Submission (OSS)

Known as the Online Single Submission (OSS) system, this comprehensive digital business licensing platform is currently operated by the Government of Indonesia. The initiative aims to simplify procedures and accelerate the time required for business actors to get permits. According to Puspitasari and Widodo (2024), OSS facilitates Micro, Small, and Medium Enterprises (MSMEs) in fulfilling various licensing requirements such as registering a Business Identification Number (NIB), getting business permits, and gaining standard certifications through an online system. The OSS platform is designed primarily to streamline business licensing processes by adhering to established service standards while also ensuring certainty regarding processing times and associated costs. As such, the OSS system is projected to serve as an effective tool for facilitating and simplifying business licensing stages.

In its effort to reduce bureaucratic complexity and attract investment, the Indonesian government issued Government Regulation No. 24 of 2018 on Integrated Electronic Business Licensing. This regulation laid the foundation for the establishment of the OSS system, aiming to standardize licensing procedures at the national level. The policy was further refined through Government

Regulation No. 5 of 2021 on Risk-Based Business Licensing, marking the transition of the OSS system to a risk-based model (OSS RBA).

Although the OSS system has been implemented nationally, regional disparities in its application remain clear. Cirebon City, for example, has yet to issue specific local regulations (either as Regional or Mayoral Regulations) on MSME licensing through the OSS system. As a result, the licensing process in the region still refers exclusively to Government Regulation No. 5 of 2021. The absence of a local legal framework poses a significant challenge to the effective implementation of OSS. Therefore, local governments are urged to plan derivative regulations to support the implementation of OSS RBA and provide legal assurance for MSME actors.

A study by Suchahyo et al. (2022), titled *"The Implementation of the Online Single Submission (OSS) Program in Micro Business Licensing Services at the Investment and One-Stop Integrated Services Office in Probolinggo Regency During the New Normal Era,"* found that while the OSS system had been successfully implemented, it still faced challenges such as limited understanding among business actors and inadequate infrastructure.

Definition of NIB

As a legal identifier within the Online Single Submission (OSS) system, the Business Identification Number (NIB) plays a critical role. According to Article 25, Paragraph 1 of Government Regulation No. 24 of 2018 on Integrated Electronic Business Licensing Services, the NIB directly authorizes business actors to engage in business activities within their designated sectors. It serves as the legal foundation for conducting business, accessing licensing services, and getting various facilities such as tax incentives, financing access, and customs services. The primary aim of the NIB is to simplify bureaucracy, enhance transparency, and accelerate the licensing process in order to support economic growth and investment in Indonesia. However, despite these aims, implementing the NIB still faces several challenges. These include insufficient outreach and socialization among business actors, uneven digital infrastructure, and frequent regulatory changes that often cause confusion among both implementers and entrepreneurs (Chairul Fajar Tafrilyanto et al., 2023).

A study by Rosidi (2022), which focused on *"The Implementation of Risk-Based Business Licensing Policy (OSS-RBA) at the Investment and One-Stop Integrated Services Office (DPMPSTP) in Subang Regency,"* found that implementing OSS-RBA in the region remains suboptimal. The main obstacles identified were a lack of outreaches to entrepreneurs, limited system operator understanding, and the absence of support services such as a helpdesk. The other factors that hinder include underdeveloped regulations and incomplete system integration.

METHODOLOGY

This study adopts a descriptive qualitative approach with a case study design to understand the implementation of the Micro and Small Business Licensing Policy based on the Online Single Submission (OSS) system in Cirebon City. Data collection methods include in-depth interviews, field observations,

and documentation. The primary informants comprise staff members from the Investment Division of the Cirebon City Investment and One-Stop Integrated Services Agency (DPMPTSP), while micro and small business (UMK) actors who have used OSS for licensing serve as supporting informants. To ensure data validity, the researcher employed source triangulation, comparing and validating information got from various informants and sources. Integrating perspectives from DPMPTSP staff and UMK actors who have processed their business licenses through OSS serves to strengthen the credibility and accuracy of the data.

This study aims to analyze the implementation of the OSS-based micro and small business licensing policy in Cirebon City using a descriptive qualitative approach. Data validity is reinforced through source triangulation from DPMPTSP staff and UMK actors and is analyzed using George C. Edward III's implementation theory, which emphasizes four key dimensions: communication, resources, disposition, and bureaucratic structure.

RESEARCH RESULTS

This study aims to present findings on how the micro and small business (UMK) licensing policy is implemented in Cirebon City, based on data got through interviews, observations, and documentation. To explore the policy implementation in depth, the study adopts Edward III's theoretical framework, which highlights four critical dimensions: communication, availability of resources, implementers' disposition, and bureaucratic structure (Sekarningrum et al., 2021).

Communication

Communication plays a pivotal role in the success of policy implementation. As a central element of the process, communication ensures that policy-related information is clearly conveyed to all relevant stakeholders, enabling them to understand and execute the policy effectively (Laili & Choiriyah, 2021). According to Edward III, the successful implementation of public policy is strongly influenced by effective communication between implementers and stakeholders. Edward III identifies three key components of communication: message transmission, clarity of information, and consistency of delivery.

In terms of transmission, the Cirebon City DPMPTSP has disseminated information through roadshows across five districts and direct socialization efforts, including the use of the official OSS website. While this strategy has reached business actors, its effectiveness remains limited for elderly groups, who often struggle with digital technology. Therefore, more adaptive approaches are needed, such as intensive assistance and simplified communication methods.



Figure 1. OSS Road Show Activities in Cirebon City
Source: Official Website of DPMPTSP Cirebon City, 2025

Clarity, Regular socialization and assistance efforts are intended to help micro and small business actors (UMK) understand the risk-based OSS system. The main obstacles include low digital literacy and the common misconception that licensing procedures must be conducted directly at the office, even though they can be completed online via *oss.go.id*. The persistent perception that the licensing process is complicated also hinders participation. Therefore, more user-friendly communication strategies such as simplified media and face-to-face approaches need to be enhanced.

Consistency, DPMPTSP maintains consistency in information delivery by referring to the OSS website and Government Regulation No. 5 of 2021. This is supported by internal supervision and the excellent service program. The roadshows held in five districts illustrate continuity in communication strategies. However, effectiveness could be improved through more interactive communication methods to ensure that business actors fully understand the licensing procedures.

Resources

The availability of adequate resources is a crucial factor that determines the success of public policy implementation. No matter how well a policy is designed, its implementation will be hindered and yield suboptimal results if not supported by sufficient resources. Two main aspects must be prioritized: the quality of human resources and the availability of supporting facilities, both of which serve as key enablers for a smooth and efficient implementation process.

Human Resources at the Cirebon City DPMPTSP, three staff members in Human Resources manage licensing services – two from the Head of Department and one from the Division Head – who specifically oversee the OSS RBA system. These officials are tasked with ensuring the smooth operation of licensing procedures and helping applicants facing difficulties. Although limited in number, they continue to perform optimally through coordination and capacity-building efforts. Challenges such as low digital literacy among the public are addressed through technical guidance and direct consultation. In line with

Edward III's theory, the quality of human resources greatly influences the effectiveness of policy implementation (Mustika et al., 2022), hence, additional staffing and advanced training remain essential.

Supporting facilities, such as computers, printers, office space, and a Consultation Clinic at the Front Office, play a central role in service delivery. The clinic is especially helpful for business actors unfamiliar with digital systems, providing them with help in understanding licensing procedures. According to Edward III, adequate infrastructure supports policy implementation, while limited facilities can become barriers. Therefore, even though the current facilities are functional, further technological upgrades and service capacity enhancements are needed to effectively reach a broader range of business actors.



Figure 2. Licensing Services Front Office 2025

Source: DPMPTSP Cirebon City, 2025

Disposition

Disposition reflects the characteristics of policy implementers (staff or officers), such as their dedication to providing optimal services, honesty, and work ethic. According to Edward III, disposition comprises two key indicators: cognitive understanding and incentives.

Cognitive, Employees' understanding of regulations and the OSS RBA system is critical, especially considering the system is continually updated. Staff at DPMPTSP have participated in various training programs to enable them to guide business actors through the self-service licensing process. Although their comprehension of the system is generally strong, challenges remain in disseminating information, particularly to entrepreneurs unfamiliar with digital technology. To address this, DPMPTSP regularly conducts outreach and collaborates with related agencies to expand the reach of information. In line with Edward III's theory, strong cognitive understanding facilitates adaptation to policy changes and improves the effectiveness of communication. Thus, more inclusive and user-friendly outreach methods are necessary.

Incentives, employee motivation is influenced by both financial and non-financial rewards. DPMPTSP implements a service-based incentive system like service, assessed through licensing achievements, investment realization, and public satisfaction surveys. However, budget limitations hinder the full

implementation of these incentives, and the employee recognition program started in 2022 has not been reactivated. While staff continue to perform their duties professionally, the lack of sustained incentives may reduce motivation and service quality. Edward III's theory underscores the importance of incentives in driving performance. Therefore, DPMPTSP may consider non-material rewards such as certificates, promotions, or performance acknowledgments as alternative means to sustain employee morale.

Bureaucratic Structure

The bureaucratic structure, or organizational framework, refers to the system of coordination and authority hierarchy among actors involved in policy implementation. Edward III identifies this structure as one of the four key factors that influence the effectiveness of policy execution. A bureaucratic structure comprises two main elements: first, Standard Operating Procedures (SOPs), which regulate workflow within the organization; and second, fragmentation of roles and functions, which allocates responsibilities and authority across different entities within the system.

Standard Operating Procedures (SOPs), the DPMPTSP of Cirebon City has established standardized procedures for delivering licensing services, encompassing preparation, planning, and execution stages. Service quality is measured through the *Public Satisfaction Survey*, which includes 11 indicators – such as transparency of information. The evaluation is conducted directly by service users after receiving services and serves as a reflection tool for continuous quality improvement. Consistent implementation of SOPs has had a positive impact on user satisfaction, although periodic reviews and refinements are still performed. According to Edward III's theory, clear and efficient SOPs help minimize administrative errors and enhance policy effectiveness. Therefore, the DPMPTSP must continually adapt its SOPs to remain aligned with regulatory dynamics and user needs.



Figure 3. Public Satisfaction Survey
 Source: DPMPTSP of Cirebon City, 2025

Fragmentation, implementing licensing policies requires coordination between DPMPTSP and DKUKMPP, along with 16 other technical local government units (SKPDs). DPMPTSP handles administrative verification, while the technical SKPDs handle field verification. Currently, 12 out of 16 SKPDs are actively involved in the process. Although coordination has been systematic, obstacles persist, such as the lack of participation from some SKPDs and differences in standard operating procedures (SOPs), which slow down the verification process. According to Edward III's theory, effective bureaucratic fragmentation can enhance policy implementation through strong inter-agency coordination. Therefore, it is essential to strengthen cross-sectoral collaboration and align SOPs among institutions. The main aim of this initiative is to reduce licensing processing time and ensure a strong legal foundation for business actors.

CONCLUSION AND RECOMMENDATION

Based on the analysis of implementing the Online Single Submission (OSS)-based licensing policy for Micro and Small Enterprises (UMK) at the Cirebon City DPMPTSP, using Edward C. George III's theoretical framework (which includes Communication, Resources, Disposition, and Bureaucratic Structure), it can be concluded that the policy implementation is not yet fully optimal and continues to face various field-level challenges.

In terms of communication, while it plays a crucial role, it has yet to reach an optimal level particularly in the areas of message transmission and information clarity for business actors, especially those less familiar with technology, such as the elderly. Nevertheless, available human resources and facilities have been used to their fullest extent, as reflected in the presence of the Consultation Clinic that supports service delivery, despite limited staffing. Regarding disposition, employees show adequate understanding and commitment to the OSS policy, although the lack of a comprehensive incentive system may affect their work motivation. The bureaucratic structure has been supported by systematic SOPs and an evaluation mechanism; however, inter-agency coordination still faces challenges because of SOP inconsistencies, which delay verification and licensing issuance. Therefore, some improvements are necessary in several areas: enhancing the quality of communication, providing more effective incentive systems, and aligning SOPs and cross-sectoral coordination. These steps are essential for optimizing OSS implementation and ensuring legal certainty for business actors.

ADVANCED RESEARCH

Further study is recommended to explore strategic solutions for optimizing the implementation of OSS-based licensing for Micro and Small Enterprises (UMK). Future research could focus on evaluating the effectiveness of communication strategies, particularly for digitally less literate groups such as the elderly. Additionally, studies should examine the impact of incentive systems on employee motivation and service quality. Research on inter-agency coordination models and the standardization of SOPs across institutions would also provide valuable insights into overcoming bureaucratic fragmentation.

These areas of study are essential to support a more efficient, inclusive, and legally certain licensing process for UMK actors.

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