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Collaborative Governance Model in Risk-Based Business Licensing Services at the Investment and One-Stop Integrated Service Office of Bandung City

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Abstract

This study investigates the collaborative governance model in risk-based business licensing services (OSSRBA) at the Investment and One-Stop Integrated Services Department (DPMPTSP) of Bandung City. The research is grounded in the substantive alignment between collaborative governance principles and the multi-stakeholder nature of licensing services. Employing Emerson et al.'s (2012) theory, which encompasses system context, drivers, and collaborative dynamics, this qualitative case study analyzes OSSRBA implementation. Findings indicate that while the system context (legal framework) and drivers (demand for ease of doing business) have established a conducive environment, the collaborative dynamics dimension, particularly capacity for joint action, remains significantly underdeveloped. This manifests as fragmented coordination, inadequate human resource preparedness, and unintegrated systems and data, hindering OSSRBA's effectiveness. The study addresses a critical academic gap by deeply dissecting the dynamic and relational processes among actors, moving beyond mere policy output evaluation. It proposes a contextual collaborative governance model emphasizing integrated coordination, HR development, and digital infrastructure to enhance OSSRBA implementation, offering theoretical contributions to bureaucracy reform and practical policy recommendations for local governments.

Keywords: *Collaborative Governance, Risk-Based Business Licensing Services, Online Single Submission Risk-Based Approach, Business Identification Number, Public Policy.*

Introduction

In recent decades, the global landscape of public services has undergone a profound transformation, driven by the accelerating pace of information technology, increasing public demands for transparent and efficient services, and the dynamic nature of global investment. This shift has compelled nations, including Indonesia, to evolve from traditional hierarchical and bureaucratic governance models towards more collaborative, responsive, and participatory approaches. Within this paradigm, the reform of business licensing systems stands as a strategic imperative, directly influencing the investment climate and the overall ease of doing business. A prominent policy innovation in this context is risk-based licensing, which offers a robust solution to regulatory complexities and bureaucratic inefficiencies across numerous countries.

Risk-based licensing is an approach that prioritizes administrative efficiency, proportional oversight, and the protection of public interests. As articulated by **Horvath et al. (2023**), this system bases the process of granting business legality on the level of risk that business activities pose to safety, health, the environment, and public welfare. **Munari (2024)** further elaborates that risk-based licensing aims to differentiate treatment for businesses according to their risk classification. Low-risk businesses typically only require self-registration or self-declaration, while medium and high-risk businesses must undergo more stringent technical verification by relevant authorities. This approach introduces regulatory flexibility, moving away from the one size fits all model that has historically burdened small and medium-sized enterprises (SMEs) by applying uniform licensing standards regardless of scale, industry type, or risk level. **Faustina and Rusli (2025)** add that risk-based licensing offers a strategic

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opportunity for governments to allocate supervisory resources more effectively, by concentrating attention on high-risk sectors and reducing unnecessary administrative burdens on low-risk sectors.

The implementation of risk-based licensing in developed nations such as Australia, Canada, and European Union members has demonstrated positive impacts in fostering a healthier business ecosystem. These advanced economies leverage big data analytics, evidence-based sectoral risk classification, and comprehensive digital system integration to enhance service efficiency and governmental accountability. **The OECD (2024)** notes that governments in developed countries act not merely as regulators but also as facilitators of economic growth, encouraging investment through regulatory certainty and efficient procedures. These practices illustrate that licensing systems are not solely administrative controls but are integral components of national economic development strategies. Several studies indicate that the application of risk-based licensing directly contributes to creating a competitive business environment, improving bureaucratic efficiency, and fostering the growth of small and medium-sized enterprises. **Molfetas and Grava (2020)** assert that properly implemented risk-based licensing can achieve four primary objectives: fulfilling public policy goals, reducing regulatory burdens for low-risk businesses, optimizing government resource utilization, and enhancing accountability, predictability, and consistency in decision-making. **Praise et al. (2022)** similarly highlight that the concept of risk-based licensing represents a bold step that has positively impacted the speed of permit issuance and reduced regulatory burdens, which were previously major impediments to business. Furthermore, **Erdiawati (2023)**, **Mortheza et al. (2025), and Gill et al. (2024)** emphasize that risk-based licensing systems can improve regulatory compliance, accelerate permit issuance times, and encourage business formalization, particularly within the micro, small, and medium enterprise (MSME) sector.

The Business Ready (The World Bank, 2024) report reinforces these findings, stating that countries adopting risk-based licensing have reduced average permit processing times from 20 days to less than 3 days. Singapore, through its BizFile+ system, for instance, has cut business establishment processes from 14 days to just 1.5 days and reduced compliance costs by up to 40% for micro and small businesses (**Pilichowski et al., 2025**). New Zealand, with its New Zealand Business Number (NZBN), has eliminated 80% of document requirements for low-risk businesses and reported a significant increase in user satisfaction (**New Zealand Government, 2025**). Within ASEAN, the application of risk-based licensing has also yielded encouraging results. An ASEAN Economic Community (AEC) study indicates that Thailand and Malaysia experienced a 15-30% increase in foreign direct investment (FDI) after adopting risk-based licensing. Malaysia, using its MyGovUC system, recorded a 25% FDI increase over three years, while Vietnam saw an 18% surge in new business registrations annually following its business licensing reforms (**Latif, 2023; Daim, 2025**). Developing countries like Chile and South Africa have also noted a 30-50% increase in business formalization due to this approach (**Bertelsmann Stiftung, 2024; Baloyi & Khanyile, 2022**). Optimal utilization of information technology has been key to the success of countries such as South Korea, Singapore, Taiwan, and Malaysia in improving their ease of doing business index through the digitalization of licensing systems (**Kulal et al., 2024; Syafiq, 2019**). Digitalized licensing has proven to offer convenience, speed, and transparency in public services, particularly business licensing, as reported by **Asmara et al. (2019)** and supported by the Indonesian government's aspirations to facilitate business through the OSSRBA system (**Kurniadi, 2020**).

However, not all countries have implemented risk-based licensing without challenges. **Anukoonwattaka (2023)** reveals that Brazil faced supervisory capacity constraints, leading to many high-risk businesses bypassing verification. India encountered inconsistencies in risk assessment across regions, causing uncertainty among businesses (**Bhatnagar, 2019; NITI Aayog, 2022**). In Kenya, approximately 60% of rural MSMEs lack access to digital licensing systems, creating regulatory exclusion (**Stephen Agyeman et al., 2016**). In Indonesia, businesses' lack of understanding regarding risk classification and inconsistent interpretation of regulations across regions remain significant challenges (**Kurniadi, 2020**). **The OECD (2023)** notes that in many European countries, such as Germany, overlapping authorities between central and regional governments in applying risk-based licensing lead to regulatory disharmony. As a solution, Germany established a specialized agency, Bundesamt für Risikobewertung, to harmonize national risk standards. **Chen and Kimura (2024)** highlight that institutional capacity and the integration of licensing systems are crucial determinants of successful risk-based licensing implementation.

The Indonesian Government has taken progressive steps by adopting a risk-based business licensing system through concrete regulatory instruments, namely Government Regulation (PP)

Number 5 of 2021, subsequently refined by PP Number 28 of 2025. These regulations form the legal foundation for transforming Indonesia's licensing system towards a more adaptive, efficient, and digitally-driven approach via the Online Single Submission Risk-Based Approach (OSS RBA) platform. The OSSRBA system is designed as a national digital platform that integrates all licensing processes from central to regional levels into a single harmonious ecosystem. The policy introduces four main categories of business risk levels: low, medium-low, medium-high, and high, directly impacting the types of permits required. This is expected to simplify bureaucracy, enhance transparency, and improve regional competitiveness (**Hilirisasi/BKPM, 2025).** However, the success of OSSRBA implementation is highly dependent on the capacity of local governments, human resource readiness, data integration, and inter-agency coordination. Inconsistent derivative regulations, disparities in digital infrastructure, and low awareness among businesses are real challenges.

The urgency of OSSRBA implementation is critical given the historical complexity and fragmentation of business licensing systems in Indonesia. Businesses frequently complain about inconsistent regulations, high tax burdens, and slow permit processes (**Hilirisasi/BKPM, 2025**). OSSRBA reflects a paradigm shift from administrative control to risk management, data, and information technology, where low-risk activities require self-declaration, and higher-risk activities undergo technical verification. This platform facilitates online applications, monitoring, and electronic legality issuance (**UNDP, 1997**). Nevertheless, empirical studies by **LPEM FEB UI (2025)** showed low business compliance (45%) due to system complexity and lack of risk differentiation for MSMEs, leading to the development of OSSRBA to be more proportional and fair (**Farosa et al., 2024; Munari, 2024; Faustina & Rusli, 2025).**

At the regional level, particularly in Bandung City, OSSRBA implementation faces complex challenges. Bandung City, a significant economic growth center, demands fast, simple, fair, and accountable licensing services. However, studies indicate suboptimal implementation due to policy fragmentation, technical sectors' unpreparedness, limited HR training, and unintegrated spatial data. Service Level Agreements (SLAs) are inconsistently met due to manual verification processes. This highlights that digitalization alone is insufficient without strengthening governance structures and inter-agency integration. This problem necessitates a collaborative governance approach, involving coordination and synergy among central government, local government, businesses, and civil society (**Ansell & Gash, 2008**). Without an integrative approach, OSSRBA will struggle to achieve its objectives. Field facts also indicate that many businesses in Bandung City do not fully understand OSSRBA procedures, with 65% relying on intermediaries, creating dependency and opportunities for irregularities. Inconsistent application of regulations, such as for business domicile certificates, and high corporate tax rates further hinder investment (**Wardani et al., 2024**).

Therefore, OSSRBA implementation in Bandung City is not yet fully aligned with expectations. This situation underscores the importance of in-depth academic research to understand the causes of non-compliance and seek solutions. Policy implementation failures often stem from weak policy inputs, such as insufficient human resources, minimal budget, incomplete technical guidelines, and weak communication (**Asmuni & Hakim, 2014**). External factors like local political dynamics also contribute to regulation challenges. The OSSRBA policy aims to improve ease of doing business, reduce corruption, and encourage long-term investment (**Wardani et al., 2024**). However, its effectiveness requires a collaborative approach among multi-stakeholders, including central and local governments, the private sector, and civil society. The concept of collaborative governance, as developed by **Ansell and Gash (2008)** and refined by **Emerson et al. (2012),** becomes essential in explaining OSSRBA dynamics. Cross-actor and inter-agency collaboration is needed to foster mutual understanding, build trust, and synchronize roles in delivering transparent, efficient, and accountable licensing services (**Kurniadi et al., 2022; Kurniadi, 2020**). This aligns with the New Public Service (NPS) principles, emphasizing public participation and partnership.

Emerson et al. (2012) define collaborative governance as "the processes and structures of public policy decision-making and management that engage people constructively across the boundaries of public agencies, levels of government, and/or the public, private and civic spheres in order to carry out a public purpose that could not otherwise be accomplished." This model is considered comprehensive, viewing collaboration from input processes to impacts. Its three dimensions—system context, drivers, and collaborative dynamics—are suitable for analyzing multi-stakeholder collaboration processes in government governance, especially in digital bureaucracy reform. The choice of collaborative governance for risk-based business licensing in Bandung City is due to the substantive compatibility between the concept and the phenomenon, which emphasizes cooperation and the involvement of

three pillars. This research adopts **Emerson et al.'s (2012)** theory as an entry point to explore collaborative governance in risk-based business licensing services, involving formal institutions, the private sector, and civil society, to achieve OSSRBA objectives.

Based on empirical phenomena, the collaborative dynamics dimension, particularly "capacity for joint action," is the most influential and suboptimal in OSSRBA implementation in Bandung City. This is reflected in fragmented coordination, inadequate human resource preparedness, and unintegrated systems and data. While the system context and drivers have created conducive conditions, collaborative dynamics represent the critical and weakest point. Therefore, this research will focus on examining these three dimensions, with a special emphasis on diagnosing and recommending improvements to the collaborative dynamics dimension. The success of OSSRBA heavily depends on the government's ability to create a collaborative space that supports participation, transparency, accountability, and public policy effectiveness. This research is crucial for analyzing OSSRBA implementation in Bandung City, its effectiveness, challenges, and how integrated risk-based licensing services can be developed collaboratively. The findings are expected to provide theoretical contributions to bureaucracy reform and public policy, and practical policy recommendations for the Bandung City Government and other local governments.

Literature Review

The existing academic discourse on risk-based business licensing and public administration offers a foundational understanding for this study, while simultaneously revealing a significant research gap. Several scholars have explored various facets of this policy innovation, primarily focusing on its legal, evaluative, and operational dimensions.

Praise et al (2022) conducted a normative-juridical study on "Risk-Based Licensing as Licensing Reform in Indonesia," utilizing the ROCCIPI method. Her findings highlighted that while the Risk-Based Approach (RBA) is a progressive step for accelerating permit issuance, optimal implementation requires enhanced readiness of the OSSRBA system, human resources, and public services. Similarly, **Hariyanto (2022)** examined the Job Creation Act and its shift from traditional license-based to risk-based licensing. His doctrinal study, employing conceptual and legal approaches, identified issues such as ambiguous risk assessment, unconsidered volatile and cumulative risks, unanticipated implementation challenges, and the potential for regulatory capture within the omnibus legislative format. **Erdiawati (2023)** further explored the positive impact of online risk-based business licensing services on simplifying business legitimacy and fostering economic growth, particularly under Government Regulation Number 05 of 2021. This normative legal research concluded that while OSS-RBA simplifies processes and benefits businesses, shortcomings persist in areas lacking internet and electricity access.

Evaluative and descriptive approaches have also been prominent. **Susanto et al. (2024)** investigated the policy performance of OSSRBA implementation in Kuningan Regency. Their qualitative study, using William N. Dunn's evaluation theory, found that implementation faced obstacles due to the lack of a Detailed Spatial Plan (RDTR), hindering basic requirements. They concluded that the policy had not met effectiveness, efficiency, adequacy, alignment, and accuracy criteria, despite some positive responsiveness in Micro and Small Enterprises (IUMK) permits. **Damayanti et al. (2023)** analyzed OSS-RBA implementation in Cirebon City, finding it suboptimal due to inadequate communication and too many derivative technical policies. They proposed adding dimensions of Coordination, Communication, and Commitment to Grindle's policy implementation theory. **Farosa et al. (2024)** examined the impact of OSS RBA on business growth in Medan City's Food and Beverage Services subsector. Their Confirmatory Factor Analysis (CFA) identified factors influencing investment growth but noted obstacles such as NIB scale misalignment with local spatial planning and changes in risk permit issuance between central and regional governments.

Other studies have focused on the broader economic and technological aspects. **Kunarto and Jha (2022)** discussed risk-based licensing through OSS in growing the Indonesian economy, noting good implementation and positive community response, with online licensing reducing time, cost, and effort. They suggested solutions like monitoring and infrastructure development. **Mamonto (2025)** highlighted the importance of online business investment activity reports via the Risk-Based Application of Business Licensing for monitoring investment realization and ensuring legal certainty. **Setyawan et al. (2024)** explored strategies for adapting OSS-RBA licensing services in Madiun Regency, identifying internet network disruptions and system integration issues as key obstacles. **Camilleri (2023),** while not directly on business licensing, raised awareness about AI governance frameworks, emphasizing

accountability, transparency, and ethical responsibilities in complex technological systems, which is relevant to the digital transformation of licensing. **Mukidi et al. (2022)** investigated integrated business licensing services using the OSS system, concluding that effective, easy, and cheap implementation requires empowering all potential resources.

Internationally, **the World Bank (2023) and OECD (2024)** have emphasized the importance of a risk-based approach in licensing governance, focusing on digitalization, eliminating overlapping permits, and integrating governance principles with risk management. These international studies underscore the global trend towards risk-based regulation.

Research Gap and Novelty

The preceding review indicates a significant research gap: while prior studies extensively cover policy outputs, technical-operational obstacles, and legal aspects of OSSRBA, they often fall short in deeply dissecting the dynamic and relational processes among actors—the "how" of collaboration. Most analyses tend to focus on "what" happened and "why," but rarely delve into the intricate collaborative dynamics. Normative-juridical studies, while crucial for legal evaluation, often overlook social dynamics and actor interactions. Similarly, evaluative-descriptive studies, though identifying technical constraints, frequently limit their analysis to formal institutional aspects without examining the underlying collaborative mechanisms. Strategic approaches, while useful, can be linear and may not capture the non-linear processes of building collaborative governance.

This study addresses this gap by offering a distinct theoretical perspective: the comprehensive application of **Emerson, Nabatchi, and Balogh's (2012)** collaborative governance theory. This choice provides a holistic and multi-dimensional analysis, moving beyond linear process views to map system context, drivers, and collaborative dynamics. It allows for an in-depth focus on process dynamics and inter-actor relations, enabling a detailed examination of how trust, mutual understanding, and shared commitment are built or fail to be built among stakeholders. The theory's suitability for OSSRBA's inherent collaborative characteristics, demanding cross-sectoral and multi-level government collaboration, provides a higher substantive fit than more general policy implementation theories. Furthermore, this framework facilitates the generation of contextual models, enabling the diagnosis of problems and the design of applicable, evidence-based recommendations tailored to Bandung City. Thus, the novelty lies not merely in the material object (OSSRBA in Bandung City) but in its theoretical and methodological contribution to dissecting the complexities of policy implementation through a sophisticated collaborative governance lens, simultaneously generating a practical and theoretically informed model for improving business licensing services.

Methodology

This research employs a qualitative approach with a case study design to thoroughly investigate the collaborative governance model in risk-based business licensing services at the Investment and One-Stop Integrated Service Office (DPMPTSP) of Bandung City. This methodological choice is predicated on the need to gain a deep, contextual understanding of the intricate phenomena under study, particularly the dynamic and relational processes among various actors involved in the implementation of the Online Single Submission Risk-Based Approach (OSSRBA). The case study method is particularly apt for an intensive examination of a specific contemporary phenomenon within its real-life context, especially when the boundaries between the phenomenon and its context are not clearly delineated.

Research Object. The primary object of this research is the implementation of risk-based business licensing services and the collaborative governance model within the DPMPTSP of Bandung City. This encompasses a comprehensive examination of the operational processes involved in OSSRBA, the diverse roles played by various stakeholders, and the specific challenges encountered during its execution within the local government context. The focus extends to understanding how collaborative governance principles are applied, or not applied, in facilitating business licensing.

Profile of DPMPTSP Bandung City. The DPMPTSP Bandung City serves as the central agency responsible for investment and integrated one-stop services. Its mandate includes facilitating business licensing processes across various sectors. Given its pivotal role in implementing national policies such as OSSRBA at the local level, it represents an ideal site for empirically understanding the practical application and challenges of collaborative governance in public service delivery.

Legal and Regulatory Framework in Business Licensing Processes. A critical component of this research involves analyzing the legal and regulatory framework that governs business licensing. Specific attention is given to Government Regulation No. 5 of 2021 and its subsequent refinement, PP No. 28 of 2025, which serve as the foundational legal instruments for the OSSRBA system. Understanding this framework is crucial for assessing the "system context" dimension of collaborative governance, as it establishes the formal environment within which collaboration is expected to occur.

Role of DPMPTSP Bandung City in the Collaborative Ecosystem of OSSRBA. This sub-section will detail the interactions of DPMPTSP Bandung City with other governmental agencies (e.g., technical departments, spatial planning agencies), business entities, and civil society organizations within the broader OSSRBA ecosystem. The research will explore both formal and informal mechanisms of collaboration and coordination, aiming to identify strengths and weaknesses in the collaborative network.

Research Method. The adoption of a qualitative methodology is justified by its capacity to explore complex social phenomena, uncover underlying reasons, opinions, and motivations, and provide rich insights into the problem. This approach aids in developing ideas or hypotheses for potential future quantitative research. The case study design allows for an in-depth investigation of the specific context of Bandung City's DPMPTSP, enabling the researcher to gain a holistic perspective on the dynamics of collaborative governance within the OSSRBA system.

Research Instruments. The primary instruments for data collection will include:

1. Interview Guides: Structured and semi-structured interview guides will be developed to facilitate in-depth interviews with key informants. These guides will ensure consistency in data collection while allowing flexibility for emergent themes.

2. Questionnaires: Designed specifically for business actors, these questionnaires will gather their perspectives on OSSRBA implementation, including their experiences, challenges, and satisfaction levels.

3. Observation Checklists: These checklists will be utilized during field observations to systematically document actual processes, interactions, and environmental factors related to business licensing services.

Types and Sources of Data. Data will be meticulously collected from both primary and secondary sources:

1. Primary Data: This will be obtained directly from the field through in-depth interviews with a diverse range of informants and key informants. This includes officials from DPMPTSP, representatives from other relevant government agencies, leaders of business associations, and individual business actors. Direct observations of licensing processes at DPMPTSP will also yield primary data.

2. Secondary Data: This will comprise existing documents, reports, and regulations, such as PP No. 5 of 2021 and PP No. 28 of 2025. Internal DPMPTSP records, official statistics (e.g., BPS data on Bandung City's economy), and pertinent academic literature will also be reviewed to provide contextual and factual information.

Data Collection Techniques. The main data collection techniques will be:

1. In-depth Interviews: Conducted with selected informants and key informants to elicit detailed perceptions, experiences, and insights regarding OSSRBA implementation and collaborative governance.

2. Questionnaires: Administered to a broader sample of business actors to capture their understanding, challenges, and satisfaction with the OSSRBA system.

3. Observation: Direct observation of licensing service processes at DPMPTSP Bandung City to understand operational realities, interactions, and potential bottlenecks that may not be apparent through interviews alone.

4. Documentation Study: A thorough review of official documents, policies, and reports to contextualize the research, gather factual information, and corroborate findings from other data sources.

Data Analysis. The collected qualitative data will be analyzed using a thematic analysis approach, which involves several stages:

1. Data Reduction: This stage includes transcribing interview recordings, organizing field notes, and selecting relevant information pertinent to the research questions.

2. Data Display: Data will be presented in a structured manner, such as matrices or networks, to facilitate the identification of patterns, themes, and relationships.

3. Conclusion Drawing/Verification: This final stage involves interpreting the identified patterns and themes, drawing conclusions, and rigorously verifying them against the raw data to ensure accuracy and trustworthiness. The analysis will specifically utilize Emerson et al.'s (2012) collaborative governance framework, examining the system context, drivers, and collaborative dynamics dimensions. The operationalization of parameters for each dimension will guide the analytical process.

Data Validity Check. To ensure the trustworthiness and rigor of the qualitative data, several validity checks will be employed:

1. Triangulation: This involves using multiple data sources (interviews, observations, documents) and methods to cross-verify findings, enhancing the credibility of the conclusions.

2. Member Checking: Key findings and interpretations will be presented back to key informants for their feedback and validation, ensuring that the research accurately reflects their perspectives.

3. Peer Debriefing: The research process and findings will be discussed with academic peers to gain alternative perspectives, identify potential biases, and strengthen the overall analysis.

Research Focus. The research specifically focuses on the implementation of collaborative governance in risk-based business licensing services in Bandung City. It examines the dimensions of system context, drivers, and collaborative dynamics as conceptualized by Emerson et al. (2012), reflecting these within the specific context of risk-based business licensing services at DPMPTSP Bandung City.

Location and Research Schedule. The research will be primarily conducted at the Investment and One-Stop Integrated Service Office (DPMPTSP) of Bandung City. The detailed schedule for research activities, encompassing data collection, analysis, and report writing, is outlined in the research plan.

Result

The findings of this research illuminate the implementation of risk-based business licensing in Bandung City, the obstacles encountered, and provide an in-depth analysis through the theoretical lens of **Emerson et al.'s (2012)** collaborative governance model.

Implementation of Risk-Based Business Licensing. The implementation of risk-based business licensing services (OSSRBA) in Bandung City is a direct consequence of national policy mandates, specifically Government Regulation (PP) Number 5 of 2021 and its subsequent refinement, PP Number 28 of 2025. These regulations signify a fundamental shift from a traditional license-based approach to one that categorizes business activities based on their inherent risk levels: low, medium-low, medium-high, and high. The overarching objective is to streamline administrative procedures, enhance transparency, and stimulate investment by aligning regulatory requirements with the actual risks posed by different business types.

At the DPMPTSP Bandung City, the OSSRBA system has introduced a tiered approach to licensing. Businesses classified as low-risk are primarily required to obtain only a Business Identification Number (NIB). Medium-low risk businesses necessitate an NIB coupled with a Standard Certificate, typically acquired through self-declaration. For medium-high risk businesses, an NIB and a Standard Certificate, verified by relevant ministries/agencies or local governments, are mandatory. High-risk businesses face the most stringent requirements, needing an NIB, a permit approved by ministries/agencies/local governments, and a Standard Certificate if applicable. This differentiation is designed to alleviate the administrative burden on low-risk enterprises while ensuring robust oversight for activities with higher potential impacts. For instance, the system regulates 1,702 KBLI (Indonesian Standard Industrial Classification) codes, with the industrial sector dominating (1,213 regulations),

followed by agriculture (715), trade (524), and environment and forestry (346), underscoring the comprehensive scope and complexity of the risk classification system.

The procedure for obtaining permits within the OSSRBA system is designed to be systematic, commencing with registration using a National Identity Number (NIK) or other identifiers. The system is envisioned as a national digital platform that integrates all licensing processes from central to regional levels. This digital transformation is expected to facilitate real-time monitoring of application status, online document corrections, and the issuance of electronic business legality. Furthermore, the system is built to accommodate the authority of inter-ministerial, institutional, and local governments in a harmonized manner. However, despite the clear regulatory framework and the establishment of the OSSRBA system, its actual implementation in Bandung City reveals several practical challenges. While the system aims for efficiency and integration, its practical application frequently falls short of these ideals, indicating that the overarching goal of improving the ease of doing business and attracting investment, as observed in global best practices, remains a work in progress.

Obstacles in Risk-Based Business Licensing Services at DPMPTSP Bandung City. The research identified significant obstacles hindering the optimal implementation of OSSRBA in Bandung City. These challenges primarily stem from weaknesses within the "collaborative dynamics" dimension of Emerson et al.'s (2012) model and manifest in several critical areas:

1. Fragmented Coordination: Coordination among various local government agencies (Organisasi Perangkat Daerah/OPD) involved in the post-permit supervision phase remains weak and lacks systemic integration. This fragmentation leads to inconsistencies in enforcement and a lack of a unified approach to managing business risks, thereby undermining the intended seamless operation of OSSRBA. The problem is exacerbated by the absence of a robust notification system and continued reliance on manual verification processes, which cause delays in handling applications despite the existence of Service Level Agreements (SLAs).

2. Inadequate Human Resources Preparedness: There is a notable lack of preparedness among technical sector personnel in understanding and applying the complex risk classification system. Limited training for human resources further impedes the smooth execution of verification processes. This deficiency in human capital capacity directly affects the quality and speed of service delivery, leading to bottlenecks and operational inefficiencies.

3. Unintegrated Systems and Data: The OSSRBA system in Bandung City still suffers from unintegrated spatial data. This critical lack of integration prevents a holistic view of business activities and their potential impacts, making comprehensive risk assessment and monitoring challenging. The absence of a reliable notification system further contributes to delays and manual interventions, contradicting the digital and integrated ethos of OSSRBA.

Beyond these core issues, other practical challenges were observed:

1. Low Business Understanding and Compliance: A significant proportion of businesses in Bandung City (estimated at 65% based on preliminary studies) still rely on intermediaries ("calo") for permit processing. This indicates a pervasive lack of understanding of OSSRBA procedures and suggests a potential for administrative irregularities. It also implies that the simplification intended by OSSRBA has not fully translated into ease of access and comprehension for the business community.

2. Inconsistent Regulatory Interpretation: There are inconsistencies in the application of regulations, such as the requirement for business domicile certificates (SKDU), which should have been simplified but in practice remain a source of informal payments at the sub-district level. This highlights a critical gap between policy intent and its actual implementation in the field.

3. High Tax Burden: Businesses also express complaints about the high corporate tax rate (25%), which acts as a disincentive for investment expansion and business sustainability, particularly for small-scale enterprises. While not a direct OSSRBA implementation issue, it impacts the overall business climate that OSSRBA aims to improve.

These obstacles collectively indicate that while the "system context" (legal framework) and "drivers" (demand for ease of doing business) are largely present and conducive, the "collaborative dynamics" necessary for effective implementation are severely lacking.

Analysis of Collaborative Governance Based on Emerson et al. (2012). Applying Emerson et al.'s (2012) collaborative governance model, the research found that while the "system context" and "drivers" dimensions have created a conducive environment for collaboration, the "collaborative dynamics" dimension is the weakest link in OSSRBA implementation in Bandung City.

1. System Context: This dimension, particularly the policy and legal framework, is identified as a strong foundational element. The issuance of PP No. 5 of 2021 and PP No. 28 of 2025 has provided a clear legal mandate for risk-based licensing, establishing the necessary institutional setting for OSSRBA. However, other aspects of the system context, such as the level of conflict/trust (evidenced by the persistent reliance on "calo") and network connectedness among agencies, still require significant development. The prevalence of intermediaries suggests a lack of trust in the formal system and weak inter-agency networks that could otherwise facilitate direct and transparent interactions.

2. Drivers: The consequential incentives within this dimension, primarily the pressure to improve the ease of doing business and attract investment, are well-recognized by all stakeholders. There is a shared understanding of the importance of these overarching goals. However, the interdependence among stakeholders to achieve OSSRBA objectives has not been fully internalized. This results in a partial commitment to collaboration, rather than a collective necessity. While individual agencies may acknowledge the benefits of collaboration, the systemic imperative for joint action is not yet deeply embedded in their operational culture.

3. Collaborative Dynamics: This dimension, comprising principled engagement, shared motivation, and capacity for joint action, is the most critical and simultaneously the most underdeveloped.

   - Capacity for Joint Action: This sub-dimension represents the most significant weakness. As detailed in the obstacles section, fragmented coordination, inadequate human resource preparedness, and unintegrated systems and data directly undermine the ability of stakeholders to act together effectively. Without sufficient capacity, even well-intentioned efforts at collaboration will falter. The lack of standardized training, technical expertise, and integrated digital tools prevents cohesive action.

   - Principled Engagement: While formal engagement mechanisms exist, the quality of engagement often lacks the characteristics of mutual respect, transparency, and constructive dialogue required for effective collaboration. The issues of inconsistent regulatory interpretation and reliance on intermediaries suggest that engagement is not consistently principled.

   - Shared Motivation: While the overarching goal of improving ease of doing business is recognized, the motivation to actively collaborate and overcome inter-agency silos is not uniformly shared or strong enough to drive collective action. Individual agency priorities or bureaucratic inertia often outweigh the shared motivation for integrated OSSRBA implementation.

In summary, the analysis reveals that while the external conditions (system context and drivers) are largely in place to foster collaborative governance for OSSRBA in Bandung City, the internal mechanisms and processes of collaboration (collaborative dynamics) are significantly underdeveloped, particularly the capacity for joint action.

Discussion

The implementation of risk-based business licensing in Bandung City, driven by national mandates, represents a significant policy shift aimed at modernizing public services and stimulating economic growth. The theoretical underpinnings of risk-based licensing, as highlighted by **Molfetas and Grava (2020),** promise improved public policy objectives, reduced regulatory burdens, optimized resource utilization, and enhanced accountability. Indeed, the structured approach of OSSRBA with its four risk levels and corresponding permit requirements (NIB, Standard Certificate, specific permits) is designed to achieve these benefits. The sheer volume of KBLI codes and the dominance of specific sectors like industry and agriculture underscore the extensive scope of this reform.

However, the findings indicate a notable discrepancy between the policy's ambitious design and its practical execution. While the digital platform (OSS RBA) is intended to be a national, integrated system facilitating online processes, the reality in Bandung City shows that the promise of seamless,

efficient, and transparent services is yet to be fully realized. This aligns with observations from other developing contexts where digital transformation alone does not guarantee success without parallel institutional and human capacity development (**Anukoonwattaka, 2023; NITI Aayog, 2022**). The challenges faced by Brazil with supervisory capacity and India with inconsistent risk assessment resonate with Bandung's experience, suggesting common pitfalls in implementing complex, digitally-driven regulatory reforms. The goal of creating a conducive business climate, similar to best practices in Singapore, New Zealand, and South Korea, requires more than just a new system. It demands a fundamental change in how government agencies interact with each other and with businesses. The current state in Bandung City, characterized by fragmented coordination and reliance on manual processes, indicates that the system's full potential is hampered by operational inefficiencies that contradict the very essence of a "one-stop integrated service."

The identified obstacles—fragmented coordination, inadequate human resources, and unintegrated systems and data—are not merely technical glitches but symptoms of deeper systemic issues within the collaborative governance framework. These findings strongly echo the academic literature on implementation challenges in public administration, particularly concerning inter-organizational collaboration. Fragmented coordination, as observed in Bandung, is a classic problem in multi-agency governance. **Ansell and Gash (2007)** emphasize that effective collaborative governance requires sustained interaction, shared understanding, and joint problem-solving across organizational boundaries. The current situation suggests that these elements are weak. The absence of a robust notification system and reliance on manual verification are indicative of a lack of interoperability and shared operational protocols, which are essential for seamless coordination in a digital environment. This fragmentation leads to delays and inefficiencies, undermining the "ease of doing business" objective.

Inadequate human resources preparedness directly impacts the "capacity for joint action" dimension of **Emerson et al.'s (2012)** model. Human capital is a critical component of any successful reform. If implementers lack the necessary knowledge, skills, and understanding of the new risk-based classifications, the system cannot function as intended. This challenge is not unique to Indonesia; studies in Kenya, for instance, highlight how limited access to digital systems and lack of training create "regulatory exclusion" (**Stephen Agyeman et al., 2016**). For Bandung, this means that even with a sophisticated digital platform, the human element remains a bottleneck, preventing effective verification and service delivery. The issue of unintegrated spatial data and the absence of reliable notification systems are critical technological and organizational barriers. In an era of digital bureaucracy reform, data integration is paramount for informed decision-making, efficient processes, and transparent oversight. The lack of a unified data infrastructure means that agencies operate in silos, unable to share critical information in real-time, leading to redundancies, inconsistencies, and delays. This directly impedes the "collaborative dynamics" by making shared understanding and joint action difficult.

The additional challenges, such as low business understanding, reliance on intermediaries, and inconsistent regulatory interpretation, further complicate the picture. The prevalence of "calo" (brokers) points to a fundamental trust deficit in the formal system and highlights the need for more effective communication and outreach to businesses. Inconsistent regulations, as noted by **Kurniadi (2020),** create uncertainty and undermine the predictability that risk-based licensing aims to provide. The high tax burden, while a broader fiscal policy issue, adds to the overall disincentives for businesses, potentially overshadowing any gains from licensing simplification. These multi-faceted obstacles underscore the complexity of implementing OSSRBA and the need for a comprehensive, collaborative approach that addresses not only technical aspects but also human, organizational, and socio-cultural dimensions.

Effective Collaborative Governance Model in Risk-Based Business Licensing Services Based on the analysis, an effective collaborative governance model for OSSRBA in Bandung City must primarily focus on strengthening the "collaborative dynamics" dimension, particularly the "capacity for joint action," while continuously reinforcing the "system context" and "drivers." Drawing from **Emerson et al.'s (2012)** framework and the specific challenges identified, the proposed model emphasizes integrated, multi-stakeholder engagement.

The model should address the weaknesses in capacity for joint action by:

1. Establishing a Centralized Coordination Mechanism: A dedicated inter-agency task force or a formal coordinating body should be established, with clear mandates and authority, to oversee OSSRBA implementation and post-permit supervision. This body would be responsible for

harmonizing procedures, resolving inter-agency disputes, and ensuring consistent interpretation of regulations. This aligns with Germany's approach of forming a specialized agency to harmonize risk standards (**OECD, 2024**).

2. Comprehensive Human Resource Development: Implement a continuous and targeted training program for all personnel involved in OSSRBA, focusing on risk classification, digital system proficiency, and a service-oriented mindset. This includes cross-training to foster a broader understanding of different agencies' roles and responsibilities. The lessons from countries like Mexico, which offers training for apparatus and helpdesks for MSMEs, are relevant here (**IMCO, 2021**).

3. Integrated Digital Infrastructure and Data Sharing: Prioritize the development of a fully integrated digital platform that ensures seamless data sharing across all relevant agencies (DPMPTSP, technical departments, spatial planning agencies). This includes integrating spatial data and implementing a robust, real-time notification system to eliminate manual processes and delays. This aligns with the success factors of countries like South Korea, which leverages smart regulation systems (**KOSME, 2023**).

To enhance principled engagement and shared motivation, the model should incorporate:

1. Structured Multi-Stakeholder Dialogue: Regular and formalized platforms for dialogue involving government agencies, business associations (like Asosiasi Pengusaha Ritel Indonesia), and civil society organizations. These platforms should facilitate transparent information exchange, joint problem-solving, and co-creation of solutions. This reflects the NPS principle of public participation and partnership (**Alexander & Nank, 2009; Perry, 2007; Rauh, 2018**).

2. Clear Communication and Outreach: Develop comprehensive communication strategies to educate businesses, especially MSMEs, about OSSRBA procedures, risk classifications, and the benefits of direct engagement with the system, thereby reducing reliance on intermediaries. This involves user-friendly guides, workshops, and accessible helpdesks.

3. Performance-Based Incentives and Accountability: Introduce mechanisms to incentivize inter-agency collaboration and hold agencies accountable for achieving OSSRBA objectives, including adherence to SLAs and improvements in service efficiency.

The system context needs continuous reinforcement through:

1. Regulatory Harmonization: Ongoing efforts to harmonize central and regional regulations to eliminate inconsistencies and ambiguities, ensuring a unified legal framework for OSSRBA.

2. Building Trust: Addressing the root causes of reliance on intermediaries and informal practices by enhancing transparency, reducing bureaucratic discretion, and ensuring consistent application of rules.

The drivers should be sustained and amplified by:

1. Demonstrating Tangible Benefits: Regularly communicate the positive impacts of OSSRBA on investment, business growth, and efficiency to all stakeholders, reinforcing the shared purpose and motivation.

2. Addressing Broader Economic Factors: While OSSRBA focuses on licensing, its effectiveness is influenced by broader economic factors. Advocating for tax policy reviews and infrastructure improvements can create a more holistic enabling environment.

This model, rooted in **Emerson et al.'s (2012)** framework, provides a structured approach to addressing the identified weaknesses and leveraging existing strengths. It moves beyond a purely technical implementation perspective to embrace the complex relational and dynamic aspects of governance, fostering a truly collaborative environment where the public purpose of OSSRBA can be effectively achieved.

Discussion of Novelty. The novelty of this research lies in its unique theoretical and methodological contribution to the study of risk-based business licensing in Indonesia, particularly within the context of local government. While previous studies have extensively explored OSSRBA from various angles—such as policy evaluation, legal analysis, and impact assessment on investment—they have largely overlooked the intricate "how" of multi-stakeholder collaboration. This study fills a significant academic

gap by applying **Emerson et al.'s (2012)** comprehensive collaborative governance framework as its primary analytical lens.

Previous research, as reviewed in the literature section, often adopted policy implementation theories (e.g., **Grindle, William N. Dunn, Edward III**) or normative-juridical approaches. These frameworks, while valuable for evaluating policy outputs and identifying technical-operational barriers, tend to treat implementation as a linear process and do not deeply dissect the dynamic, relational, and iterative processes that characterize effective collaboration. For instance, studies might identify "weak coordination" as an obstacle but lack the theoretical tools to analyze the underlying mechanisms of trust-building, shared motivation, and capacity development that contribute to or hinder such coordination.

This research distinguishes itself by:

1. Holistic and Multi-dimensional Analysis of Collaboration: Unlike studies that focus on isolated aspects, this research systematically examines the interplay between system context, drivers, and collaborative dynamics. This allows for a nuanced understanding of how external conditions and motivating factors interact with the internal processes of engagement, motivation, and capacity to produce collaborative outcomes. This approach provides a richer and more complete picture than simply assessing policy effectiveness or legal compliance.

2. In-depth Focus on Collaborative Dynamics: By specifically diagnosing the weaknesses in "capacity for joint action," "principled engagement," and "shared motivation," this study goes beyond superficial observations of "implementation problems." It delves into the relational aspects, such as the trust deficit leading to reliance on intermediaries and the fragmented nature of inter-agency interactions, which are critical for understanding why OSSRBA has not achieved its full potential in Bandung City.

3. Contextual Model Generation: The application of Emerson et al.'s (2012) framework is not merely for diagnostic purposes but for generating a context-specific, evidence-based collaborative governance model for Bandung City. This model is tailored to address the unique challenges and opportunities identified in this particular local government setting, providing actionable recommendations that are grounded in a robust theoretical framework and empirical findings. This moves beyond generic policy recommendations to offer a blueprint for improving collaborative processes.

4. Bridging Theoretical Gaps in Bureaucracy Reform: By applying a collaborative governance lens to digital bureaucracy reform, this research contributes to the broader literature on public administration. It highlights that technological solutions (like OSSRBA) are insufficient without parallel advancements in collaborative governance structures and processes. This underscores the importance of human and organizational factors in successful digital transformation initiatives, particularly in multi-stakeholder environments.

In essence, this study's originality lies in its comprehensive application of a sophisticated collaborative governance theory to a contemporary public policy issue in a specific local context. It moves beyond "what" and "why" to illuminate "how" collaboration unfolds, thereby offering a more profound understanding of OSSRBA implementation and providing a novel, theoretically informed model for enhancing its effectiveness.

Conclusion

This research provides a nuanced understanding of the collaborative governance model's application in risk-based business licensing services at the Investment and One-Stop Integrated Service Office (DPMPTSP) of Bandung City. Utilizing Emerson et al.'s (2012) framework, the study reveals that while the "system context" (legal framework and institutional setting) and "drivers" (pressures for ease of doing business and investment attraction) have established a conducive environment for OSSRBA, the "collaborative dynamics" dimension remains significantly underdeveloped. Specifically, the "capacity for joint action" is identified as the weakest link, manifesting in fragmented coordination among local government agencies, inadequate human resource preparedness for risk classification, and unintegrated digital systems and data. These operational inefficiencies hinder the optimal implementation of the Online Single Submission Risk-Based Approach (OSSRBA), despite its clear categorization of businesses into low, medium-low, medium-high, and high-risk levels designed to streamline processes. The findings underscore that effective public administration in this domain

necessitates a robust interplay between governance structures, dynamic stakeholder engagement, and adaptive policy frameworks. Moving beyond mere technical implementation, fostering genuine multi-stakeholder synergy is crucial for achieving a thriving business ecosystem and realizing the full potential of OSSRBA.

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