



# Implementation of Online Single Submission Policy at One-Stop Investment and Integrated Services in East Java

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ARTICLE INFORMATION	A B S T R A C T
<p>Received: March 28, 2023            Revised: August 12, 2023            Available online: October 30, 2023</p>	<p>This study aims to analyze innovation governance in the Surabaya Teacher Application Information System (SIAGUS). Surabaya Teacher Application Information System (SIAGUS) is a web-based application designed for teachers and education personnel. This research uses Innovative Governance theory according to the United Nations (2015) which consists of several indicators, namely: Institutions, Policy Actors and Society. This research uses Innovative Governance theory according to the United Nations (2015) which consists of several indicators, namely: Institutions, Policy Actors and Society. The method used in this study is descriptive qualitative with a case study approach. The informant determination technique is purposive sampling and choosing the informant key. Data collection techniques are observation, interview and documentation. The results showed that managing innovation is supported by various aspects such as institutional analysis, employee discipline, attitudes to serve the community, culture, and community participation. There are also those that have not been supported, such as regulations governing overall innovation, teacher knowledge and the process of utilizing technology. So that regulations are needed that regulate the Surabaya Teacher Application Information System (SIAGUS) and assistance to teachers.</p>
KEYWORDS	
<p>Implementation of Policies, Governor Regulations, One-Stop Integrated Services</p>	
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## INTRODUCTION

A bureaucracy often provides complicated and convoluted procedures in providing the service's license (Gustika Sandra et al., 2022). Concerning this, the government issued Presidential Regulation Number 97 Year 2014 concerning the Implementation of One-Stop Integrated Services (PTSP). It was technically issued in the Minister of Home Affairs Regulation Number 138 Year 2017 concerning the Implementation of Regional One-Stop Integrated Services (PTSP) (Puryanto & Putra, 2022; Sulistiowati, 2013). It is a public service delivery activity and the function is to increase the business and realize good governance (Brinkerhoff & Wetterberg, 2013; Latumahina, 2021; Suhartoyo, 2019).

The government's efforts to realize good governance cannot be separated from the use of technology, information, and communication (Musleh et al., 2023; Welch & Feeney, 2014). To meet these demands, the government is developing e-government-based services (Sevanov Gilbert & Ridwan, 2022). Furthermore, the government has introduced it through Presidential Instruction Number 6 Year 2001 concerning Telematics (Telecommunications, Media and Informatics) since 2001. It states that government officials must use information technology to support good governance and accelerate the democratic process. For this reason, Presidential Instruction of the Republic of Indonesia Number 3 Year 2003 was issued concerning National Policy and Strategy for E-Government Development (Noveriyanto et al., 2018; Pratiwi, 2020; Sumardi et al., 2021).

Considering the above regulations, DPMPSTP in East Java Province followed up the implementation of e-government-based services through East Java Online Single Submission (JOSS) (Pebrianti, 2023; Irfani et al., 2021). This is in line with Presidential Regulation Number 91 Year 2017 regarding the Acceleration of Business Implementation, then technically

Government Regulation Number 24 Year 2018 concerning Integrated Electronic Business Licensing Services or Online Single Submission (OSS) also regulates the reform of business licensing services implementation (Djoko Wicaksono, 2021; Kusumaningsih & Azzahra, 2021).

JOSS is an integrated electronic system designed to simplify licensing services under the authority of East Java Province. JOSS Innovation was created to provide East Java Licensing Services that maintain transparency, legal certainty, time, and costs, and they are free from corruption and illegal levies, as well as prioritize applicant satisfaction. Before the emersion of JOSS innovation, licensing services in East Java Provincial Government were still applied manually (Ginanjar, 2021). The applicant brought all the licensing requirements and checked the files in DPMPSTP office or at the six available service points (Malang, Bojonegoro, Madiun, Jember, Pamekasan, and Kediri). This is very ineffective because apart from the applicant having to queue, checking files manually is very time-consuming and prone to illegal levies. Even after the permit is issued, the applicant has to collect the permit directly at the DPMPSTP or Service Point office (Arfani, 2023; Suhendra, 2022).

JOSS is a breakthrough in the implementation of Business Licensing in East Java that has been regulated in Governor Regulation Number 69 Year 2020 concerning One-Stop Integrated Services. Licensing that was previously processed face-to-face, is now all processed online. The community can apply for permits without queuing. The applicant only opens the website [joss.jatimprov.go.id/web](http://joss.jatimprov.go.id/web) in a browser on the computer/cellphone, fills in the requirements, and the applicant will receive the permit to be issued within the period and fees stated in the Standard Operating Procedure (SOP). Applicants can find out and track real-time the process and follow-up letters via e-tracking. Permits can be printed independently without

going to the DPMPSTP/ Service Point office because JOSS is equipped with a digital signature system that has been certified by Indonesian Agency for the Assessment and Application of

Technology (BPPT). If the applicants or the general public needs online consultation/complaints, they can use the helpdesk application (Nashrullah, 2023; Tranggana, 2022).

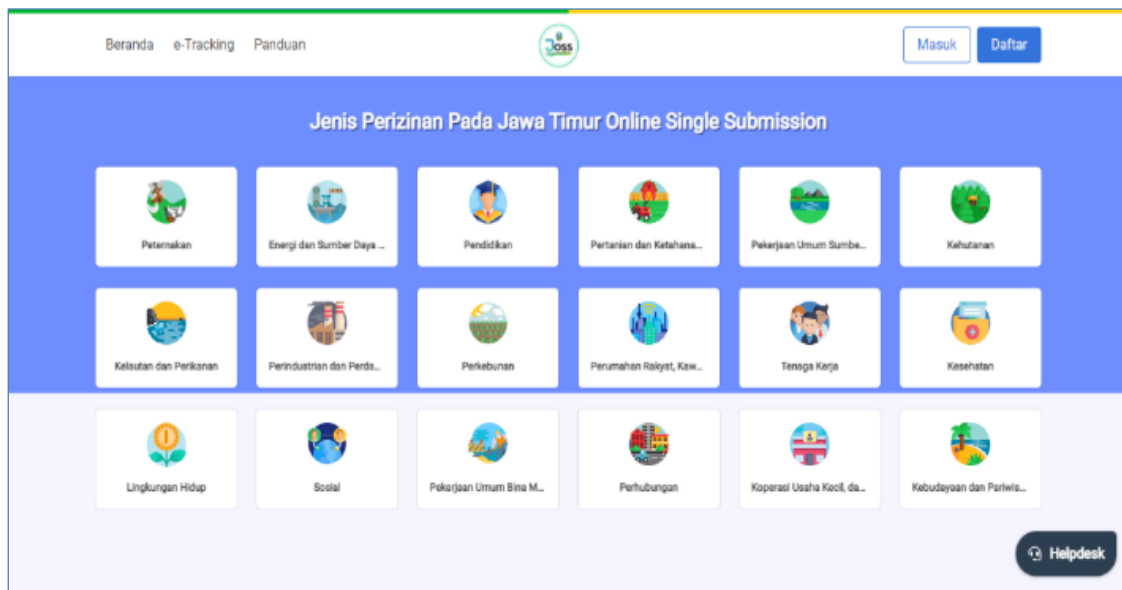


Figure 1. Website of Jatim Online Single Submission

Source: <https://joss.jatimprov.go.id/>

According to Governor Regulation Number 69 Year 2020, eighteen business licensing sectors can be accessed online via JOSS. The realization of permits served by DPMPSTP in East Java from January, 1st to October, 19th 2022 was recorded as 6,017 permits issued. It is hoped that the JOSS breakthrough can make it easier for the people in East Java Province to conduct licensing and service processes more effectively and efficiently. However, in the observation results in DPMPSTP East Java Province, it is known that the implementation of JOSS has some problems. First, the community's ability and knowledge regarding online licensing through JOSS is not evenly distributed, and a lack of public awareness of the importance of administration related to licensing. Second, the completion time for the permit letter does not comply with its standard (Pergub, 2020).

JOSS breakthrough is expected to make an easy for the people in East Java Province to do licensing and service processes more effectively and efficiently. However, the results of observation in DPMPSTP East Java Province, the implementation of JOSS has some problems. First, the community's ability and knowledge regarding online licensing through JOSS is not evenly distributed and there is a lack of public awareness of the importance of administration related to licensing. Second, the completion time for the permit letter does not comply with its standard completion. For example, when processing a Ground Water Exploitation Permit (SIPA), the completion time is supposed to be seventeen (working days) but there is still a delay in the file from the time limit specified in PERGUB No. 69 Year 2020 concerning the Implementation of One-Stop Integrated Services.

Complaint data received by the helpdesk from January, 1st to October, 25th 2022 recorded 220 complaints related to SIPA type Pasak Wells, 94 complaints related to SIPA type Drilled Wells, and as many as 45 complaints related to SIPA type Old Drilled Wells where SIP had been developed. Due to this phenomenon, it is necessary to analyze licensing services through JOSS at DPMPSTP East Java Province, so that applicants can receive files

according to the specified timeliness to make it easier for the public to process permits online.

## METHOD

Descriptive qualitative is used as the research method with a case study approach. Data collection was carried out through observation, interviews, and documentation with technical data analysis (Miles, 2014). This research was conducted by Investment and One-Stop Service Service (DPMPSTP) located at Jalan Johar Number 17, Contong Square, Bubutan district, Surabaya, in East Java Province.

This research focuses on the implementation of Governor Regulation Number 69 Year 2020 concerning the Implementation of One-Stop Integrated Services (Study of Online Single Submission Implementation in East Java Province at One-Stop Investment and Integrated Services). It uses six indicators in the policy implementation model according to Van Meter & Van Horn (1975), namely: 1) Standards/measures and Policy Objectives; 2) Resources; 3) Inter-Organizational Communication and Implementing Activities; 4) Characteristics of the Implementing Agency; 5) Economic, Social and Political Conditions; and 6) Disposition of Implementer.

## RESULTS AND DISCUSSION

Based on the results of interview, observation, and documentation, researchers provide some findings. It was analyzed based on the concept of policy implementation (Van Meter & Van Horn, 1975). Based on this concept, six variables influence policy implementation, namely:

### *Standards/measures and the Policy Objectives*

Standards/measures and policy objectives are the factors that influence the success of policy performance. If the standards and policy objectives are not clear, there will be various interpretations between implementing parties and policymakers.

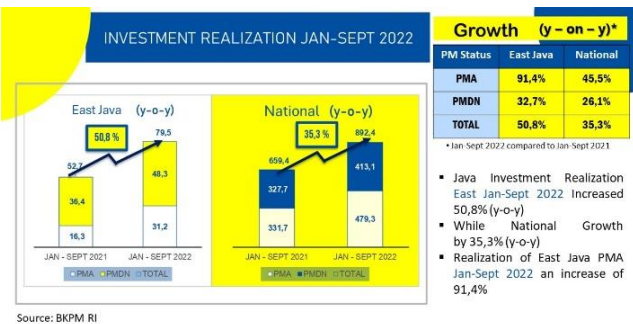
The occurrence of various interpretations can lead to a failure in policy implementation.

The implementation of this policy can be seen from how the policy is running successfully according to the standards/targets that have been determined. According to [Van Meter & Van Horn, \(1975\)](#) policy standards/measures are the benchmark for implementation success.

Based on the related findings, policy standards are clear and well-implemented. This is supported by the existence of Standard Operating Procedures (SOP) which are regulated in Governor's Decree Number 188 Year 2020 concerning Standard Operational Procedures for Licensing and Non-Licensing Services at the Capital Investment and One-Stop Integrated Services in East Java Province. It is intended in the first Dictum in Governor Decree No. 188 Year 2020 includes Standard Operating Procedures for Electronic Services, Handling Electronic Complaints, Electronic Information/Consultation Services, Revocation of Permits/Non-Permits, Control and Supervision, and Reporting SOP. The target group is aimed at potential applicants/beneficiaries, in this case, the community/business actors both domestic, foreign, and SMEs.

The policy objectives of Governor Decree No. 69 Year 2020 concerning the Implementation of One-Stop Integrated Services in Article (3) point a) providing guidance in licensing and non-licensing services; b) regulating the series of licensing and non-licensing mechanisms and procedures that are carried out; c) providing information and legal certainty regarding issued licensed and non-licensed products; d) providing wider access to the public to obtain excellent service; e) increasing the ease in doing business and regional competitiveness.

Based on findings, policy objectives are well-implemented, this is shown by the increasing realization of licensing in East Java Province (see Figure 2).



**Figure 2.** Realization of Investment in East Java Province  
Source: <https://dpmptsp.jatimprov.go.id/>

Based on Figure 2 and field data processed, it can be explained that investment realization in East Java Province from January to September 2022 has increased by 50.8%. Meanwhile National grew by 35.3% and the realization of East Java PMA experienced an increase of 91.4%.

The community satisfaction index (IKM) toward licensing services at DPMPTSP in East Java Province has also increased from 2020 to 2021 which can be seen in Figure 3 as follows:



**Figure 3.** DPMPTSP Licensing Service Community Satisfaction Index

Source: <http://dpmptsp.jatimprov.go.id/>

Based on Figure 3, it can be explained that the value of IKM licesing services at DPMPTSP in East Java Province is 86.06, and service performance quality reaches B, which means good performance. This shows that the policy objectives of improving service quality have been running well. The data in the figure above shows that the policy objectives have been achieved. However, service quality has not been implemented optimally because the system is still in the development stage and human resources (staff) are still in the transition process.

**Resources**

Apart from policy standards and objectives, the success of a policy implementation depends on the ability to utilize resources. Resources according to [Van Meter & Van Horn \(1975\)](#), include human resources, material, and supporting resources. A policy can't be applied according to what is desired without the resources.

Based on research results, the available resources are satisfactory and support policy implementation. Based on data and conditions in the field, human resources (staff) have met both quantity and quality. This is illustrated by the number of staff available, there are 72 ASN employees and 65 PTT-PK employees, and there are 18 technical OPD people who work at DPMPTSP. They work according to their duties and functions.

The other resources that need to be taken into account are material resources (budget) which usually take the form of financial support. Based on the findings, the material resources at DPMPTSP in East Java Province are satisfactory. The allocation of funds for electronic services, the entire budget source, comes from the APBD in code 1.18.15 of the Development and Economic Licensing Services Program with an indicative need of 1,547,000,000. Code 1.18.15.001 for Development Sector Licensing Services activities with needs and/indicative of 618,500.00. Code 1.18.15.002 for Economic Sector Licensing Services activities with an indicative need of 928,500,000.

Investment Data Management and Information System Program with the needs indicative of 2,576,000,000. Code 1.18.17.001 Capital Investment Information System Implementation activities with the needs of 747,000,000. Code 1.18.17.002 Investment Data Verification and Processing activities with an indicative requirement of 515,000,000.

Meanwhile, Code 1.18.20 Public Welfare and Environmental Licensing Services Program with an indicative of 1,547,000,000. Code 1.18.20.001 Public Welfare Sector Licensing Services activities with the needs of 722,500,000. Environmental Sector

Licensing Services activity code with indicative needs of 8824,500,000.

The budget source comes from the APBD as the budget amount is contained in the 2021 RKP DPMPTSP East Java Province. The budget already supports policy implementation, however, DPMPTSP as an agency that serves the community directly requires additional budget for special allowances to strengthen the commitment and skills of policy implementers.

The supporting resources (facilities and infrastructure) owned by DPMPTSP are satisfactory. Suggestions available include PC/Laptop (OS, Windows, macOS, Linux) and browser service applications (Mozilla Firefox, Google Chrome, Internet Explorer, Opera) as well as good internet network access. Apart from that, the available infrastructure includes DPMPTSP building or office which is equipped with facilities such as a front office desk, seating, and toilets. The availability of facilities and infrastructure is good and supports policy implementation. When it faces technological developments and advances, it is necessary to improve facilities and infrastructure to optimize services.

### *Inter-Organizational Communication and Implementation Activities*

According to [Van Meter & Van Horn \(1975\)](#), communication between organizations is needed to facilitate the process of information flow from information sources to clarify policy performance standards. Whether the communication is successfully made or not between policy-implementing organizations, influences the success or failure of policy implementers. Communication is also used to convey information from implementers to target groups so that the policy objectives can be achieved.

Based on the research results, communication between organizations and implementing activities has been done well. Based on data and conditions, communication between DPMPTSP and the Technical OPD was carried out as an effort to avoid dynamics in the policy implementation process through meetings, telephone calls, coordination, desks, and field visits.

The clear form of communication made by DPMPTSP in East Java Province is explained through direct consultation at the DPMTSP office or through the helpdesk application. Apart from that, there is a user manual to guide applicants in using JOSS application. Clarity of communication is also carried out through internal and external socialization activities, both directly and indirectly, through social media owned by DPMPTSP such as Facebook, Instagram, and YouTube.

### *The Characteristics of Implementing Agency*

The success of policy implementation is determined based on the characteristics of the implementing agency. The relationship between them is how the policy must be implemented by the implementing agency which is closely related to the organizational structure and Standard Operating Procedures (SOP).

Based on the research results, the characteristics of implementing agency in the organizational structure aspect are satisfactory. This is shown by the existence of regulations, namely PERGUB 95 Year 2021 concerning Organizational Structure, Description of Duties, Functions, and Working Procedures of DPMPTSP in East Java Province and KEPGUB Number 188 Year 2022 concerning Duties of Sub-Substance

Groups and Duties of Coordinators in DPMPTSP East Java Province.

One of the most basic structural aspects of an organization is working procedures such as Standard Operating Procedures. It is a series of written work instructions regarding the process of carrying out administrative activities. Based on findings in the policy implementation, there are some procedures technically regulated in KEPGUB 188 Year 2020 concerning Standard Operational Procedures for Licensing and Non-Licensing Services at the Capital Investment and One-Stop Integrated Services in East Java Province. However, it is found that policy implementers have not fulfilled the procedures while completing permits.

Based on data and conditions in the field, the seventeen working days of Service Level Agreement (SLA) for SIPA licensing has not been successfully fulfilled. This happened at the verification process stage from the technical team to obtain REKOMTEK (Technical Recommendations) which took a long time.

### *Economic, Social and Political Conditions*

The influence of external conditions also contributes to the success of policy implementation. Economic, social, and political conditions that are not conducive can be the causes of failure in policy implementation performance. Economic conditions have supported policy implementation. This is aimed at implementing risk-based business licensing provisions so that as many as 51% of business activities can be completed using the online Single Submission system. There are some advantages to the OSS system, including increasing transparency which can reduce the practice of extortion corruption, collusion, and nepotism (KKN) in the bureaucracy.

Through electronic and real-time-based services, as well as online payment systems through banking, OSS-based licensing can reduce direct or face-to-face interaction between business actors and government officials. The business licensing process through OSS system is also monitored at all times, both by standardizing the process of issuing business permits in terms of requirements and licensing completion times, thus ensuring legal certainty for business actors ([Anjelina & Safrida, 2022](#); [Wulandari et al., 2023](#)). Apart from that, JOSS is in line with the tagline of East Java Governor's Nawa Bhakti Satya program, namely CETTAR (Fast, Effective and Efficient, Responsive, Transparent, Accountable and Responsive).

Based on research results, economic, social, and political conditions can be said to have supported policy implementation. In economic conditions, the online licensing process through JOSS is free of charge so it does not burden the public. In quarterly economic growth, the role of investment dominates after household consumption, based on the investment realization data in East Java for the fourth quarter of 2020, the role of investment is the second contributor with 28.17% contribution.

In social conditions, the community has participated in supporting policy implementation, this is shown by the large number of users processing permits and complaints received. Political conditions are also supportive, this is shown by the existence of legal products that regulate electronic-based service policies. Furthermore, data from 2020-2024 RPJMN shows that electronic-based services are a priority project. Another form of political support is the award received by the Head of Service for the success in delivering East Java Province as a public service

provider in the very good category from the Governor and investment achievements in 2021 and DPMPSTSP as TOP 30 Public Service Innovations in the general category from the Ministry of PANRB shows that political conditions have supported policy implementation.



Figure 4. The achievement of Jatim Online Single Submission  
Source: Department of Investment and One-Stop Integrated Services in East Java.

**Implementer Disposition**

The implementer disposition is one of the factors to support the success of policy implementation. There are three elements, namely the awareness of policy implementers (understanding of the policy), and the direction in which policy implementers respond (acceptance, neutral, or rejection). Policy implementation needs to get a positive response and understanding from the implementers. Because the response and understanding of the implementor will influence its policy implementation. If the implementor is less responsive, the goals cannot be achieved.

Based on the research results, the disposition of implementers has supported and shown a willingness to make a successful policy implementation. In the aspect of understanding, staff implementers already understand their duties and functions as regulated in PERGUB 95 of 2021 concerning Organizational Structure. Based on findings in the field, the implementation of policies carried out by East Java Province DPMPSTSP staff has gone well. There are technical regulations listed in KEPGUP No. 188 of 2020 concerning Standard Operational Procedures for Licensing and Non-Licensing Services at the East Java Province One Stop Investment and Integrated Services Service. They understand and work following their duties and functions. Then, in the aspect of implementer response, staff and the community provide good responses to the policies that have been established. This is because the online licensing service is fast, costless, and provides benefits to the public and staff because it is time efficient.

**The Supporting and Inhibiting Factors**

In looking at the success of a policy, it cannot be separated from the existence of supporting factors that influence policy implementation. Based on the results and conditions in the field, supporting factors for policy implementation include 1) The existence of legal and regulatory products that regulate electronic licensing and SOPs that regulate the technical implementation of JOSS licensing; 2) Adequate human resources (staff) both in terms of quantity and quality. Then, understanding and response of policy implementers in supporting policy implementation; 3) Material resources (budget) are available. The budget source comes from the APBD as per the budget amount contained in the

RKP DPMPSTSP East Java Province for 2021. This budget is used for various maintenance and JOSS service activity programs; 4) Next, available supporting resources (facilities and infrastructure) such as laptops, PCs/computers, printers, telephones, and networks.

Apart from supporting factors for policy implementation, some factors hinder the policy implementation process, including: 1) At the verification stage at the Technical Service, the SOP Service Level Agreement (SLA) was not met, the commitment to issue 17 working days for the SIPA permit type; 2) It is still found that people do not understand online licensing through JOSS. This is demonstrated when the applicant is unable to log in to the registered account during the verification process stage and understands the duration of time for the electronic service, complaint, and information/consultation process; 3) Lack of public awareness of the importance of administration related to licensing so that they use third party services. In this case, there needs to be more widespread and even socialization from the government, especially the DPMPSTSP of East Java Province, to the community. In addition, the dynamics of policy regulations will give rise to differences in interpretation which can hamper policy implementation.

**CONCLUSION**

Implementation of Governor Regulation Number 69 of 2020 concerning the Implementation of One Stop Integrated Services (Study of the Implementation of East Java Online Single Submission in the East Java Province One Stop Investment and Integrated Services Service) has gone well with explanations: a) Standards/measures and policy objectives are good, but it is still not optimal because the system is still in the development stage and transition process; b) Available resources support policy implementation; c) Communication between organizations is running well; d) Characteristics of the implementing agency, there is already an organizational structure, the problem is that the Technical OPD commitment at the time of completion of the Service Level Agreement (SLA) has not been met, thereby slowing down the licensing process; e) Economic, social and political conditions support policy implementation; f) The attitude of bureaucratic implementers has understood and shown a willingness to make policy implementation successful.

There are quite a lot of supporting factors for policy implementation, namely the existence of legal products that serve as policy standards and objectives, and adequate resources both in terms of quantity and quality. Meanwhile, the inhibiting factors are the commitment of the Technical OPD which has not met the SOP for completing the Service Level Agreement (SLA) and it is still found that people do not understand online licensing through JOSS and the lack of public awareness of the importance of administration related to licensing.

Based on the results of this research, the author gives the first suggestion that the government, especially the DPMPSTSP of East Java Province, more aggressively carry out widespread and effective outreach to the public, especially business actors, regarding the importance of licensing administration and the use of online licensing services through JOSS. Second, provide additional budget for special allowances to strengthen employee commitment and skills, and be supported by adequate facilities and infrastructure so that the development of the quality of policy implementers can go hand in hand with the demands and expectations of the community. Third, evaluate and improve services between the East Java Province DPMPSTSP and the

related Technical OPD, and the author provides recommendations by adding an online community satisfaction index feature in the JOSS application to assess the level of quality of services provided.

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