

IMPLEMENTATION OF GOVERNMENT REGULATION NUMBER 28 OF 2025 CONCERNING THE IMPLEMENTATION OF RISK-BASED BUSINESS LICENSING IN TEJOWANGI VILLAGE, PURWOSARI DISTRICT, PASURUAN REGENCY

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Abstract

This study examines how Government Regulation Number 28 of 2025 concerning Risk-Based Business Licensing has been implemented in Tejowangi Village, Purwosari District, Pasuruan Regency, and identifies the factors that support and hinder its implementation. The research background is grounded in the growing importance of legal identity for micro, small, and medium enterprises (MSMEs) and the fact that, although the village already has a functioning Online Single Submission (OSS) service for issuing the Business Identification Number (NIB), a considerable share of local MSME actors had not yet obtained one. A descriptive qualitative approach was used, with data collected through in-depth interviews, field observation, and documentation involving a village government official responsible for licensing services, an NIB facilitator, and an MSME actor as informants. The three implementation stages of Miles, Huberman, and Saldaña data condensation, data display, and conclusion drawing and verification were used to analyze the data, while the process itself was examined through George C. Edward III's four indicators: communication, resources, disposition, and bureaucratic structure. The results show that the policy has been implemented, but not yet fully optimally. Information about the NIB and OSS has reached MSME actors through socialization and direct consultation, yet the clarity of that information remains uneven, particularly for actors with limited digital literacy. Human resources are adequate in terms of competence but constrained by unstable internet connections and limited devices. Facilitators display a consistently positive and committed disposition that compensates for weaknesses elsewhere, while the bureaucratic structure still depends on informal working habits rather than a written standard operating procedure. This study recommends more scheduled and proactive socialization, the drafting of a written SOP for NIB facilitation, and stronger digital facilitation for MSME actors.

Keywords: Policy Implementation, Government Regulation Number 28 of 2025, Business Identification Number, Online Single Submission, MSMEs,

A. INTRODUCTION

Micro, Small, and Medium Enterprises (MSMEs) hold a strategic position in the local economy, particularly at the regional level, as they not only support household incomes but

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also generate employment and drive local economic activity. In operating their businesses, MSME actors are required not only to be skilled in business management, but also to fulfill legal requirements, since legal certainty regarding business existence serves as a prerequisite for accessing various government services and programs.

One form of legality that business actors must possess is the Business Identification Number (*Nomor Induk Berusaha* or NIB), an official identity issued through the government's business licensing system. Since the enactment of Government Regulation No. 28 of 2025 concerning the Implementation of Risk-Based Business Licensing, which replaced Government Regulation No. 5 of 2021, business licensing implementation has been streamlined to be simpler and more accessible (Government Regulation No. 28, 2025). Owning an NIB provides MSME actors with a clear business identity while facilitating the fulfillment of administrative requirements when participating in government programs or services, although the extent of benefits obtained depends on the business type and specific program provisions (Ardea Pramesti et al., 2022).

NIB issuance is carried out through the Online Single Submission (OSS) system, which enables the licensing process to run electronically without requiring face-to-face interaction for every step. However, this digital convenience is not automatically accessible independently by all MSME actors, as its smooth operation remains influenced by technology literacy, procedural understanding, completeness of business data, and the availability of devices and internet connectivity. In other words, the success of this policy depends not solely on the availability of the OSS system, but also on how the policy is implemented within the community.

The implementation issue of this OSS-based licensing policy has indeed been a focus of previous research. Hanifah and Heryanto (2026), for instance, examined the implementation of OSS-based micro and small business licensing policies in Cirebon City using George C. Edward III's theory—which analyzes communication, resources, disposition, and bureaucratic structure—and highlighted the importance of evaluating policy execution based on real conditions in the field. Although sharing similar theoretical approaches and policy objects, that study was conducted in an urban context with different territorial and demographic characteristics from Tejawangi Village.

Interest in examining this issue at the village level, specifically Tejawangi Village, Purwosari District, Pasuruan Regency, is driven by the presence of a fairly diverse group of MSME actors in the region. Research by Wahdah and Huda (2026), also conducted in the same village, discussed MSME development through bookkeeping digitalization, but did not specifically address the NIB issuance process via OSS, leaving room for study from a policy implementation perspective.

Preliminary data gathered by researchers shows that there are 66 MSMEs in Tejawangi Village, with 40 MSMEs (52.6%) already possessing an NIB and 26 MSMEs (47.4%) yet to acquire one. These data indicate that while OSS services are operational in the village, business legality is not yet evenly held across all MSME actors. This gap cannot immediately be interpreted as a lack of legal awareness among business owners; rather, it needs to be traced through the policy implementation process taking place in the field—including understanding

OSS stages, data entry obstacles, technological limitations, and mentoring needs (Daerah et al., 2023).

To gain a comprehensive understanding of this process, this study utilizes George C. Edward III's (1980) policy implementation theory, which examines four key aspects: communication (how information regarding NIB and OSS is conveyed and understood), resources (readiness of personnel, hardware, networks, and facilities), disposition (attitudes and commitment of implementers), and bureaucratic structure (procedures, division of responsibilities, and coordination) (Nabila et al., 2025). Diverging from previous studies that predominantly examined OSS at the regency/city level or addressed Tejawangi MSMEs through bookkeeping digitalization, this study specifically investigates the implementation of Government Regulation No. 28 of 2025 in the NIB issuance process for MSME actors in Tejawangi Village using a descriptive qualitative approach. The research questions are formulated as follows: (1) how is Government Regulation No. 28 of 2025 implemented in Tejawangi Village when analyzed using George C. Edward III's theory; and (2) what are the supporting and inhibiting factors in its implementation. This study is expected to provide a scholarly contribution to the literature on digital-based public service implementation and offer practical input for village governments, NIB mentors, MSME actors, and future researchers.

B. LITERATURE REVIEW

Public Administration

Public administration is a field of study that examines government activities in managing public affairs and delivering services to society, encompassing governmental management, regulatory enforcement, and public service delivery. Rosenbloom (1989, as cited in Riau et al., 2024) explains public administration through three approaches: managerial (organizing and achieving organizational goals), political (connecting with policy processes and public interest), and legal (executing government actions based on applicable regulations). All three approaches are relevant to this study because the issuance of Business Identification Numbers (Nomor Induk Berusaha or NIB) for MSME actors represents governmental activity in enforcing regulations while delivering public services, with the village government acting as a frontline service provider supporting the implementation of risk-based licensing policies.

Public Policy

Public policy serves as a vital instrument for governments to regulate and resolve issues relating to public interest through regulations, programs, or actions. Dye emphasizes that public policy is fundamentally whatever governments choose to do or not to do, which directly impacts society (as cited in Sitorus, 2025). In this study, Government Regulation No. 28 of 2025 is positioned as a public policy regulating business licensing based on business activity risk levels; however, the existence of such a policy does not stop at the formulation stage, but must be realized through actual public services, including at the village level.

George C. Edward III's Policy Implementation Theory

Policy implementation is the stage where a policy is put into effect within society, and its success is determined not only by regulatory content but also by how it is executed by responsible parties. George C. Edward III (1980) formulated four variables that influence policy implementation success:

1. Communication involves conveying policy information to both implementers and target groups clearly, consistently, and comprehensibly. In this study, communication is evaluated through how the Tejawangi Village government and NIB mentors convey information regarding Government Regulation No. 28 of 2025, NIB benefits, and procedures for using the OSS system.
2. Resources include implementation staff, facilities, technological devices, internet connectivity, information, and time that support policy execution. In the context of this study, resources are examined through the readiness of personnel/mentors and the availability of hardware and network connections that facilitate the OSS process.
3. Disposition relates to the attitude, willingness, and commitment of policy implementers in fulfilling their duties and assisting the community. In this study, disposition is evaluated through the willingness of village officials and mentors to provide explanations and guidance until the NIB is issued.
4. Bureaucratic Structure concerns operating procedures, division of responsibilities, accountability, and inter-agency coordination. In this study, it is examined through the service workflow of NIB issuance and coordination between the village government and NIB mentors (Setyawan et al., 2021).

These four interconnected aspects serve as the analytical framework to understand the extent to which Government Regulation No. 28 of 2025 is implemented in Tejawangi Village, while identifying enabling and inhibiting conditions.

Micro, Small, and Medium Enterprises (MSMEs)

MSMEs form an essential segment of the popular economy as mandated by the 1945 Constitution and MPR Decree No. XVI/MPR-RI/1998, further regulated by Law No. 20 of 2008 concerning Micro, Small, and Medium Enterprises. Based on this law, MSMEs are categorized into micro-enterprises (productive businesses owned by individuals or individual business entities meeting specific criteria), small enterprises (independent productive economic businesses that are not subsidiaries or branches of medium/large enterprises), and medium enterprises (independent productive economic businesses with net worth or annual sales meeting statutory criteria) (Syarif Faroman, 2021). These three categories emphasize that MSMEs are productive community business activities requiring empowerment, guidance, and streamlined business legality to grow.

Business Identification Number (NIB)

An NIB is an official identity confirming that a business is registered, issued through the OSS system for both individual entrepreneurs and corporate entities. Beyond serving as proof of business registration, an NIB replaces several administrative documents such as the Company Registration Certificate (Tanda Daftar Perusahaan or TDP) and connects to Importer Identification Numbers (Angka Pengenal Importir or API) as well as access to customs facilities for qualifying business actors (Mashadi et al., 2024). For MSME actors, an NIB facilitates access to various government services and programs supporting business expansion.

Online Single Submission (OSS)

OSS is an integrated electronic system utilized by the government to administer online business licensing services, eliminating the need for business actors to navigate all licensing steps through in-person interactions. The system applies a risk-based licensing approach as mandated by Government Regulation No. 28 of 2025 and is intrinsically linked to NIB issuance, as NIBs are generated via OSS after business actors register and submit required data. For MSME actors unfamiliar with digital platforms, this process often requires assistance or direct mentoring to complete registration steps accurately (Luckyta Sari Septiana, 2021).

Previous Studies

A range of prior studies provides context for this research. Nugroho (2024) revealed that understanding of NIBs among micro-entrepreneurs remains uneven (65% understood it well, while 35% possessed only basic understanding), with primary obstacles being information scarcity and procedural complexity. Nafia et al. (2025) and Witari and Magriasti (2025) observed similar patterns regarding NIB assistance in Sidoarjo and the Pro-MSME Mobile Clinic program in Padang City, demonstrating that direct mentoring effectively addresses technological literacy barriers and administrative document issues. Lisda Van Gobel et al. (2025) emphasized participatory approaches through training, mentoring, and monitoring in optimizing NIB services, while Ahmad et al. (2026) showed that socialization and facilitation successfully improved business actors' understanding of business legality importance.

Unlike prior studies that predominantly focused on the effectiveness of outreach or mentoring at the regency/city level or within specific communities, this study specifically investigates the implementation of the latest regulation, Government Regulation No. 28 of 2025, at the village government level. It systematically examines all four of Edward III's indicators while directly involving MSME actors as policy target groups in Tejowangi Village, Purwosari District, Pasuruan Regency. This novelty is significant because previous studies on risk-based licensing implementation largely centered on DPMPTSP offices or relied on the former Government Regulation No. 5 of 2021.

C. RESEARCH METHODOLOGY

This study employs a qualitative approach with a descriptive research design. This approach was chosen because the study aims to understand and describe in depth the implementation process of Government Regulation No. 28 of 2025 concerning the Implementation of Risk-Based Business Licensing in Tejowangi Village, encompassing the dissemination of information to MSME actors, the availability of resources, the disposition of implementers, as well as the procedures and coordination taking place during the NIB issuance process (Creswell, 2018; Merriam, 2016). The descriptive problem formulation guides the researcher to present a comprehensive picture of field conditions without focusing on testing causal relationships (Rifa, 2021).

The research was conducted in Tejowangi Village, Purwosari District, Pasuruan Regency. This location was selected because it features a fairly diverse group of MSME actors and uneven NIB ownership conditions, making it relevant to the research focus on risk-based licensing policy implementation at the village level.

Data sources consist of primary data—obtained directly from informants through interviews, observations, and field interactions—and secondary data sourced from documents,

reports, and village government archives (Moleong, 2012; Bungin, 2001). Data collection was carried out through three techniques: (1) in-depth interviews with three informants representing different positions in the NIB issuance process, namely village government officials (Head of Service Section), NIB mentors, and MSME actors; (2) documentation in the form of MSME data, NIB documents, OSS guidelines, as well as photographs of socialization and mentoring activities; and (3) direct observation of information delivery, facility availability, implementer attitudes, and the NIB issuance workflow (Kvale & Brinkmann, as cited in Rifa, 2021). Research instruments included interview guides and observation protocols structured around Edward III's four indicators (communication, resources, disposition, and bureaucratic structure).

Data analysis follows the interactive model of Miles, Huberman, and Saldaña (2014), which consists of three stages: (1) data condensation, namely selecting and categorizing interview, observation, and documentation data into Edward III's four aspects; (2) data display in the form of descriptive narratives, tables, and supporting quotes; and (3) drawing and verifying conclusions, conducted through source triangulation (comparing information from service implementers/mentors with MSME actors) and technique triangulation (comparing results from interviews, observations, and documentation) to maintain data validity.

D. RESULT AND DISCUSSION

General Overview of Research Site and MSME Conditions

Tejowangi Village is located in Purwosari District, Pasuruan Regency, East Java Province, situated on the southern slopes of Mount Arjuno, and is divided into five hamlets. The fertile soil conditions make agriculture the primary economic sector, alongside trade and MSMEs that have developed by leveraging the village's proximity to the strategic Surabaya–Malang economic corridor. Socially, the Tejowangi Village community is known to be tolerant, characterized by a high degree of religious diversity. MSME actors in this village are generally engaged in household-scale enterprises—such as agricultural product processing, culinary businesses, and daily convenience trade—many of which have been operated across generations, resulting in some lacking official licensing documents, including an NIB.

Preliminary data regarding NIB ownership among MSME actors in Tejowangi Village is presented in Table 1 below:

Table 1. Number of MSMEs in Tejowangi Village by NIB Ownership Status

No.	MSME Category	Amount	Information
1	MSMEs with an NIB	40	Registered and holds an NIB via OSS
2	MSMEs without an NIB	26	Does not yet hold an NIB
Amount	All MSMEs	66	MSME Data for Tejowangi Village

Source: Tejowangi Village Government, 2026

Data in Table 1 shows that approximately 52.6% of MSME actors already possess an NIB, while the remaining 47.4% do not yet have one. This gap serves as the starting point of this research to examine how the NIB issuance process via OSS takes place in Tejowangi Village,

using George C. Edward III's four policy implementation indicators as the analytical framework. Primary data was gathered through in-depth interviews with three informants representing three distinct perspectives: the Tejawangi Village Government apparatus as village-level policy implementers, NIB mentors as technical OSS implementers, and an MSME actor as a service recipient.

Communication

The dissemination of information regarding NIB and OSS to MSME actors in Tejawangi Village occurs through a combination of scheduled outreach and reactive direct communication. Village government officials stated that NIB and OSS information is delivered through socialization events, consultations when MSME actors visit the village office, as well as through village officers and community activities. A consistent approach was reported by the NIB mentor, who explains the definition, benefits, and procedures of obtaining an NIB prior to beginning technical mentoring. From the service recipient's perspective, the MSME actor confirmed that their understanding of the importance of an NIB was formed only after receiving explanations from both the village government and the mentor.

Although information delivery channels are in place, the clarity of information received by MSME actors remains uneven. Village officials acknowledged that MSME actors' comprehension heavily depends on their prior experience, with some still experiencing confusion when entering business data and navigating OSS steps. A similar condition was confirmed by the NIB mentor, who identified business data entry as the stage most frequently misunderstood, particularly by MSME actors unaccustomed to using technology. The MSME actor's account further reinforces this pattern: the online-based process initially felt quite difficult, but became easier to understand after explanation and guidance. Observations during socialization events also showed that information delivery occurred face-to-face with direct community involvement, though some participants appeared less active in asking questions—a condition that reinforces interview findings regarding uneven information clarity.

Because similar confusion emerged from both service implementers and recipients, this clarity issue appears not merely as a one-sided complaint, but as an inherent challenge tied to the limited digital literacy of certain MSME actors. To overcome this, both the village government and mentors rely on a gradual, repeated explanation approach until MSME actors fully comprehend the steps a method that, while not a systemic solution, demonstrates implementer awareness that message consistency is key to preventing misunderstanding.

Resources

In terms of human resources, the Tejawangi Village Government designates staff to provide initial guidance to MSME actors and serve as a liaison to the NIB mentor when technical difficulties arise. The NIB mentor's knowledge itself is dynamic, continually adjusted alongside updates to the OSS system, and acquired largely through self-learning and case-by-case coordination rather than structured formal training.

Regarding facilities, the availability of computers and internet connectivity at the village office is basic and adequate for fundamental needs, but network disruptions remain an obstacle that delays the NIB processing time. Furthermore, not all MSME actors possess their own devices, requiring some to visit the village office for assistance. Similar network constraints were experienced by the NIB mentor when guiding the data entry process. On the business

owners' side, device limitations feel more personal, as some rely solely on mobile phones to access the internet, resulting in higher reliance on direct mentoring during data entry.

These three perspectives form a consistent picture that resource limitations in Tejawangi Village involve not only computer quantities or internet speed, but also a digital skills gap between policy implementers and the targeted MSME actors. The resulting division of responsibility is quite clear: the village government primarily functions in the initial information and facilitation stage, while the mentor handles technical OSS operations through to NIB issuance.

Disposition

The attitude of policy implementers toward MSME actors facing difficulties emerged as a prominent finding in this study. Village government officials demonstrated a responsive attitude and willingly repeated explanations when necessary, showing a commitment that extends beyond administrative duty to encompass the long-term interests of MSME actors in obtaining official business identities. A similar stance was shown by the NIB mentor, who emphasized the importance of tailoring explanations to each MSME actor's technological literacy and committed to providing guidance until the process was fully completed rather than stopping early.

The attitude and commitment of both implementers were directly validated by the service recipient, who rated the staff and mentor as helpful, patient, and committed to assisting until the NIB was successfully issued. This alignment between implementer accounts and recipient experiences reinforces the conclusion that policy implementer disposition in Tejawangi Village is positive, serving as a primary enabling factor for successful NIB issuance despite existing resource constraints (Witari & Magriasti, 2025).

Bureaucratic Structure

When comparing the village government and mentor perspectives, the workflow for NIB issuance in Tejawangi Village forms a coherent sequence: MSME actors express their intent to obtain an NIB, receive information on requirements and necessary data, receive assistance with data entry via OSS, and if difficulties arise, the village government coordinates with the NIB mentor. The division of roles between the two is clear: the village government focuses on information dissemination and needs identification, while the mentor takes charge of technical OSS navigation.

However, coordination mechanisms between the two entities do not operate on a fixed schedule, occurring instead on an ad-hoc basis when urgent field needs arise. From the MSME actor's perspective, this workflow feels clear as long as mentoring is present, though it would feel burdensome to navigate independently. Field observations confirmed that coordination between village officials and the NIB mentor is direct and largely informal, lacking scheduled meeting mechanisms or written procedure documents as shared references. The resulting workflow reflects daily field habits rather than a standardized, written village-level Standard Operating Procedure (SOP), creating potential service variations if staff or mentor turnover occurs (Nafia et al., 2025).

Supporting and Inhibiting Factors in Implementation

Based on the four indicators above, the implementation of Government Regulation No. 28 of 2025 in Tejawangi Village operates amidst two balancing forces: resource limitations and

sub-optimal communication clarity on one side, counterbalanced by positive implementer disposition and high commitment on the other.

The most prominent enabling factor is policy implementer disposition. The supportive, patient, and consistent mentoring from both village officials and the NIB mentor effectively compensates for various technical shortcomings, including unstable internet networks and low digital literacy among certain MSME actors. Other supporting factors include the clear role division between the village government as an information provider/facilitator and the NIB mentor as a technical executor, the availability of basic OSS facilities and infrastructure, and village staff service capacity.

Meanwhile, the primary inhibiting factors stem simultaneously from three fronts: (1) uneven information clarity resulting from digital literacy gaps among MSME actors regarding Government Regulation No. 28 of 2025 and the importance of NIBs; (2) facility limitations, notably unstable internet connections and lack of personal devices among certain MSME actors; and (3) a bureaucratic structure that remains informal and dependent on work habits rather than written SOPs. These three factors are interconnected: insufficient information clarity increases MSME reliance on direct mentoring, this reliance is exacerbated by device constraints, and the overall process operates without standardized SOPs to guarantee long-term service consistency.

Relevance of Findings to George C. Edward III's Implementation Theory

Overall, findings in Tejawangi Village confirm that the four indicators in Edward III's theory are closely interrelated and cannot be viewed in isolation. Unclear communication increases workload pressures on resources because implementers must repeatedly explain procedures; resource limitations especially facilities risk implementation failure unless supported by strong implementer disposition; and even strong disposition remains vulnerable over the long term if unsupported by a clear, institutionalized bureaucratic structure.

This pattern reinforces the core premise of Edward III's theory: successful policy implementation requires all four indicators to function together, rather than relying on a single indicator to compensate for weaknesses in others. In Tejawangi Village, positive disposition temporarily sustains weaknesses in communication, resources, and bureaucratic structure, but reliance on individual implementer commitment is not a sustainable solution. Future strengthening of Government Regulation No. 28 of 2025 implementation requires targeted improvements in communication clarity, more adequate resource provision, and a formal bureaucratic structure that no longer relies on specific personnel on duty

E. CONCLUSION

The implementation of Government Regulation Number 28 of 2025 concerning the Implementation of Risk-Based Business Licensing in Tejawangi Village, Purwosari District, Pasuruan Regency, as evaluated through George C. Edward III's four indicators, can be concluded to have been carried out, although it is not yet fully optimal.

Under the communication indicator, the dissemination of information regarding NIB (Business Identification Number) and OSS (Online Single Submission) has been conducted through socialization and direct communication with reasonably good information

transmission; however, clarity is not yet evenly distributed, particularly for MSME actors with limited digital literacy.

Under the resources indicator, the basic competence of village officials and NIB facilitators is adequate, though largely acquired through field experience rather than formal training, while facilities remain constrained by unstable internet connections and a lack of device ownership among some MSME actors.

Under the disposition indicator, the attitudes and commitment of policy implementers show positive and consistent results, validated by good ratings from MSME actors as service recipients.

Under the bureaucratic structure indicator, the workflow for issuing NIBs has run consistently, but it relies more on field work habits rather than standardized written SOPs, with coordination among implementers remaining on a case-by-case basis.

Overall, policy implementation in Tejawangi Village is largely supported by the positive disposition of the implementers, which helps offset some of the weaknesses in communication, resources, and bureaucratic structure. The main supporting factors are the supportive and consistent disposition of implementers alongside a clear division of roles between the village government and NIB facilitators. Conversely, the main inhibiting factors include a digital literacy gap, limited network facilities and devices, and an informal bureaucratic structure unsupported by written SOPs.

Because implementation success still depends heavily on personal commitment from individual implementers, its sustainability remains potentially vulnerable if not accompanied by institutional strengthening of communication, resources, and bureaucratic structure. Further studies covering multiple villages simultaneously are recommended to obtain a more comprehensive picture of the implementation of Government Regulation Number 28 of 2025.

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