

ISRG Journal of Arts, Humanities and Social Sciences (ISRGJAHSS)



ISRG PUBLISHERS

Abbreviated Key Title: ISRG J Arts Humanit Soc Sci

ISSN: 2583-7672 (Online)

Journal homepage: <https://isrgpublishers.com/isrgjahss>

Volume – IV Issue - V (September-October) 2026

Frequency: Bimonthly



Implementing Licensing Authority Delegation in a New Autonomous Province: Evidence from South Papua, Indonesia

¹Elisabeth Ivonne Entiene Rumlus, ²Kridawati Sadhana, ³Chandra Dinata

^{1, 2, 3} Universitas Merdeka Malang, Indonesia

| **Received:** 31.08.2026 | **Accepted:** 05.09.2026 | **Published:** 12.09.2026

***Corresponding author:** Elisabeth Ivonne Entiene Rumlus

Abstract

Delegation of licensing authority is an important part of public service reform, but formal authority does not always guarantee the operational capabilities of the recipient organization. This study aims to analyze the implementation of the delegation of licensing and non-licensing authority to the Investment and One-Stop Integrated Services Agency (DPMPTSP) of South Papua Province based on South Papua Governor Regulation Number 11 of 2023. The study uses a descriptive qualitative approach with a postpositivistic paradigm and the Edwards III policy implementation framework covering communication, resources, disposition, and bureaucratic structure. Data were obtained through in-depth interviews with 11 informants, observation, and documentation, then analyzed using the interactive model of Miles, Huberman, and Saldaña. The results show that policy implementation is supported by policy communication, service resources and facilities, apparatus commitment, SOPs, the use of OSS-RBA, and coordination with technical regional apparatus. However, implementation still faces uneven technical competency of apparatus, system and network disruptions, limited user digital literacy, regulatory changes, and delays in technical recommendations. Key findings indicate that although the DPMPTSP has received formal authority and become the primary point of service, the processing of some permits still relies on the technical authority of other organizations. This research confirms that formal delegation does not always result in operational autonomy, and effective delegation requires strong institutional capacity and cross-organizational coordination.

Keywords: Delegation of Authority; Policy Implementation; Licensing; Institutional Capacity; Cross-Organizational Coordination; Operational Autonomy.

1. Introduction

Licensing service reform is a crucial part of efforts to improve the effectiveness of public governance and create a conducive environment for business activities. In a decentralized government system, the success of these reforms depends not only on regulations but also on the capacity of local governments to implement policies. The institutional and operational capacity of local governments plays a crucial role in determining the quality of public services (Setiawan et al., 2022). In the Indonesian context, this reform is further strengthened through the Online Single Submission Risk-Based Approach (OSS-RBA), which integrates licensing services based on the risk level of business activities (Government of Indonesia, 2021). This regulatory reform is part of efforts to simplify licensing and improve the business environment in Indonesia (Gupta et al., 2025). In addition to increasing regulatory efficiency, licensing reform also has implications for inclusive access to business activities, including gender equality in the licensing process (Saha et al., 2023).

However, digitalization and regulatory simplification do not automatically guarantee effective implementation. Digital government services still require competent personnel, technological infrastructure, clear regulations, and adequate organizational capacity (Pribadi et al., 2024; Fiestiandani et al., 2026). Digital transformation in public services also requires organizational capabilities to integrate technology with institutional processes and services to strengthen public trust in the government (Virmandes et al., 2024). Furthermore, licensing services involve various organizations and actors, making cross-agency coordination a crucial part of implementation. Wicaksono et al. (2026) showed that the implementation of integrated business licensing in Indonesia still faces limitations in capacity and coordination between actors. This situation suggests that the effectiveness of licensing reform is determined not only by technology but also by the ability of government institutions to translate formal authority into service practices.

This issue is particularly relevant in South Papua Province, a newly established autonomous region under Law No. 14 of 2022 (Government of Indonesia, 2022). To strengthen licensing services, the South Papua Provincial Government issued Governor Regulation No. 11 of 2023, which delegates licensing and non-licensing authority to the Investment and One-Stop Integrated Services Agency (DPMPTSP) (Government of South Papua Province, 2023). However, DPMPTSP planning documents still highlight challenges related to human resource capacity, information technology integration, infrastructure, and coordination with technical regional agencies (DPMPTSP of South Papua Province, 2025). Some licensing processes also require technical recommendations from relevant regional agencies, so service delivery is not yet fully under the control of DPMPTSP. This situation demonstrates a gap between formal delegation of authority and operational implementation autonomy.

Previous research has discussed the implementation of OSS and OSS-RBA in local governments (Putra et al., 2021; Hanifah & Heryanto, 2026), local government capacity in public services (Setiawan et al., 2022), digital governance (Pribadi et al., 2024), and actor collaboration in business licensing implementation (Wicaksono et al., 2026). However, these studies generally place digitalization, government capacity, or licensing reform as separate focuses. Limited research explains how formal delegation of

licensing authority translates into operational implementation through communication, resources, implementer commitment, bureaucratic structure, and cross-organizational coordination, particularly in newly autonomous regions. This gap is significant because formal delegation does not always result in operational autonomy when service processes remain dependent on other actors and agencies.

This study fills this gap by analyzing the implementation of the delegation of licensing and non-licensing authority to the DPMPTSP of South Papua Province using the Edwards III policy implementation framework, which encompasses communication, resources, disposition, and bureaucratic structure (Edwards, 1980). This study also identifies factors that support and hinder the implementation of this policy. Taking the context of a newly autonomous province, this study offers an understanding that formal delegation does not necessarily translate into operational autonomy, especially when the effectiveness of licensing services still depends on institutional capacity and cross-organizational coordination.

2. Literature Review

2.1 Policy Implementation

Policy implementation is the process of translating formal decisions into operational actions to achieve policy objectives. Edwards (1980) explains that successful implementation is influenced by four main dimensions: communication, resources, disposition, and bureaucratic structure. Communication determines the clarity and consistency of policy delivery; resources include personnel, competence, information, authority, and facilities; disposition relates to the commitment and response of implementers; and bureaucratic structure determines procedures, division of authority, and coordination in policy implementation. This perspective is relevant to the policy of delegation of authority because formal authority requires organizational capacity and mechanisms to be implemented effectively.

Implementation is also influenced by policy characteristics and relationships between actors. Matland (1995) emphasized that levels of ambiguity and conflict can result in different implementation patterns. In policies involving multiple organizations, clarity of formal authority does not necessarily guarantee effective implementation if there are limited resources, differing interpretations, or weak coordination. Therefore, the implementation of delegation of authority needs to be analyzed not only based on formal regulations but also on the operational conditions of the implementing organizations.

2.2 Licensing Authority Delegation and Institutional Capacity

Delegation of authority in licensing services aims to simplify procedures, clarify responsibilities, and bring decision-making closer to the service unit. However, the effectiveness of delegation is determined not only by the legal basis but also by the capacity of the organization receiving the authority. Setiawan et al. (2022) show that local government capacity plays a crucial role in the quality of public services, particularly in relation to institutional capacity, human resources, and administrative support. In the context of decentralization, local institutional arrangements are also crucial because they can influence the quality of governance and the risks that arise in the delivery of public services (Zarychta et al., 2024).

Licensing reform in Indonesia has become increasingly complex with the implementation of the Online Single Submission Risk-Based Approach (OSS-RBA) under Government Regulation Number 5 of 2021. Digitalization is expected to improve service integration and efficiency, but technology does not automatically result in effective implementation. Pribadi et al. (2024) and Fiestiandani et al. (2026) show that digital public services remain dependent on organizational capacity, staff competence, and user readiness. A study by Hanifah and Heryanto (2026) also shows that the implementation of OSS-RBA at the regional level still faces issues with communication, resources, disposition, and bureaucratic structure.

In addition to internal capacity, licensing services require cross-organizational coordination. Wicaksono et al. (2026) showed that the implementation of integrated licensing in Indonesia involves various actors and still faces capacity and coordination challenges. This situation suggests that delegating administrative authority to the DPMPTSP does not necessarily eliminate dependence on technical regional apparatuses, especially when a permit still requires verification or technical recommendations.

Previous research has addressed the OSS-RBA (Overseas Business Access and Budget) system, local government capacity, service digitalization, and licensing coordination. However, limited research explains how formally delegated licensing authority translates into operational capacity, particularly in newly autonomous provinces with developing institutions. This research addresses this gap through the case of South Papua Province, established under Law Number 14 of 2022 and implementing the delegation of licensing authority through South Papua Governor Regulation Number 11 of 2023.

2.3 Conceptual Framework

This study uses Edwards' (1980) policy implementation model as the primary analytical framework. Four dimensions are used to analyze the implementation of the delegation of licensing and non-licensing authority to the South Papua Province DPMPTSP. Communication encompasses the delivery, clarity, consistency, and understanding of policy information by implementers, technical regional apparatus, and business actors. Resources encompass the availability and competence of human resources, information, authority, facilities, and technological support. Disposition encompasses the commitment, responsiveness, integrity, and responsibility of implementers. Meanwhile, bureaucratic structure encompasses standard operating procedures (SOPs), division of tasks and authority, coordination with technical regional apparatus, and oversight mechanisms.

These four dimensions are used in an integrated manner to explain how formally delegated authority is translated into service delivery practices. The perspectives of local government capacity and cross-organizational coordination are used to strengthen the interpretation of implementation conditions (Setiawan et al., 2022; Wicaksono et al., 2026). This framework allows research to identify not only how policies are implemented but also the institutional conditions that support or hinder the transformation of formal authority into operational licensing service capacity.

Based on this framework, this study integrates Edwards' (1980) four dimensions of policy implementation with the perspectives of institutional capacity and cross-organizational coordination to analyze the implementation of the delegation of licensing and non-licensing authority. The research conceptual framework is presented in Figure 1.

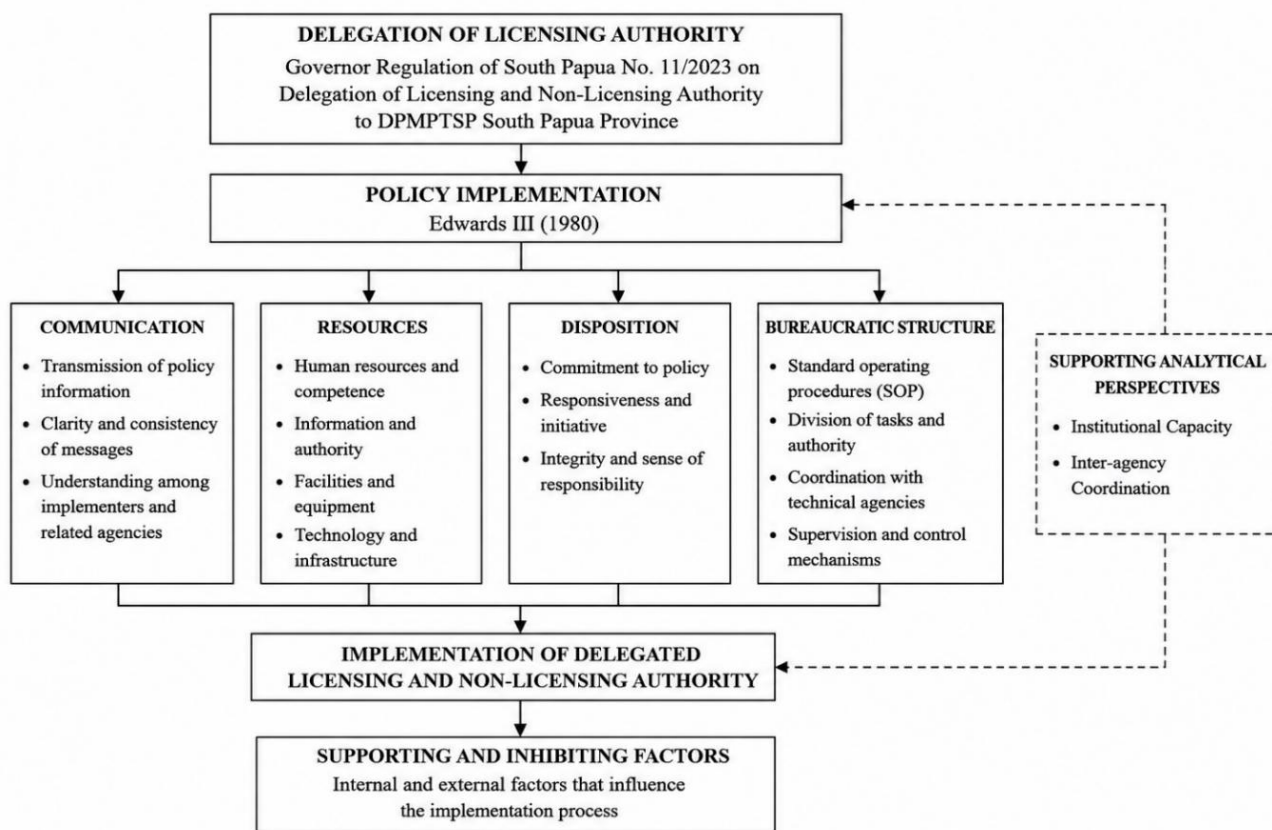


Figure 1. Conceptual Framework of Licensing Authority Delegation Implementation

Source: Developed by the authors based on Edwards (1980), Setiawan et al. (2022), and Wicaksono et al. (2026).

3. Research methods

3.1 Research Design and Location

This study uses a descriptive qualitative approach with a postpositivistic paradigm to analyze the implementation of South Papua Governor Regulation Number 11 of 2023 concerning the delegation of authority in the field of licensing and non-licensing to the Investment and One-Stop Integrated Service Office (DPMPTSP) of South Papua Province. The qualitative approach is used to gain an in-depth understanding of the policy implementation process based on the experiences, perceptions, and interactions of the actors involved in its implementation. The study was conducted at the DPMPTSP of South Papua Province, Merauke, which was selected purposively because it is the organization that receives the delegation of authority and coordinates with technical regional apparatus in the implementation of licensing and non-licensing services.

The focus of this research refers to Edwards III's (1980) policy implementation model, which encompasses four dimensions:

communication, resources, disposition, and bureaucratic structure. Communication encompasses the delivery, clarity, and consistency of policy information; resources encompass human resources, competence, information, authority, facilities, and technological support; disposition encompasses the commitment, responsiveness, and responsibility of implementers; and bureaucratic structure encompasses standard operating procedures (SOPs), division of tasks and authority, coordination between the DPMPTSP and technical OPDs, and supervision. In addition to these four dimensions, the research identifies factors that support and hinder the implementation of the delegation of licensing and non-licensing authority.

3.2 Informants and Data Sources

Informants were selected using purposive sampling based on their involvement, authority, knowledge, and experience relevant to policy implementation. The study involved 11 informants (I1–I11) representing DPMPTSP leadership and implementers, regional technical staff, and business actors or service users. Informant selection was conducted until the information obtained showed a relatively consistent pattern and did not yield substantive new information (data saturation).

Table 1. Composition of Research Informants

Code	Informant Group/Position	Role in Research
I1	Head of DPMPTSP of South Papua Province	Policy perspective and implementation of delegation of authority
I2	DPMPTSP Officials	Institutional perspective and service implementation
I3	PTSP Coordinator/Licensing Services Coordinator	Operational perspective of service, SOP, apparatus competency, and OSS-RBA
I4	Environmental Service Official	Technical recommendations and cross-organizational coordination perspectives
I5	Technical officer in the field of ESDM	Coordination perspective and technical recommendation process
I6	DPMPTSP Front Office Staff	Perspectives on service implementation, OSS-RBA, facilities, SOPs, and user assistance
I7	Business actors/license applicants	User experience with service processes and technical recommendations
I8	Investors/business actors	User experience with information, OSS-RBA, facilities, and service procedures
I9	Business actors/license applicants	User experience with information, regulatory changes, and OSS-RBA
I10	Investors/business actors	User experience with service processes and technical recommendations
I11	Business actors/license applicants	User experience with digital-based information and services
	Amount	11 informants

Source: Processed by the author based on research data.

The research data consists of primary and secondary data. Primary data were obtained through in-depth interviews with informants and direct observation of the implementation of licensing and non-licensing services. Secondary data were obtained from policy and administrative documents, including South Papua Governor Regulation Number 11 of 2023, Government Regulation Number 5 of 2021, SOPs, service standards, DPMPTSP planning and performance documents, Public Satisfaction Surveys, investment realization reports, and other documents relevant to policy implementation.

3.3 Data Collection Techniques and Validity

Data were collected through in-depth interviews, observation, and documentation. Interviews were conducted using an interview guide developed based on the four dimensions of Edwards III policy implementation, but remained flexible to explore emerging information during the interview process. Observations were made of service activities, coordination between employees, use of OSS-RBA, the condition of facilities and infrastructure, and interactions between officials and service users. Documentation was conducted on regulations, SOPs, service standards, performance reports, and other supporting documents to complement and verify the information obtained through interviews and observations.

Data validity was strengthened through source triangulation, technical triangulation, and member checking. Source triangulation was conducted by comparing information obtained from DPMPTSP elements, regional technical apparatus, and service users. Technical triangulation was conducted by comparing the results of interviews, observations, and documentation. Member checking was used to reconfirm information with informants to ensure that data interpretation remained consistent with the information provided.

3.4 Data Analysis Techniques

Data analysis used the interactive analysis model of Miles, Huberman, and Saldaña (2014), which consists of data collection, data condensation, data presentation, and drawing and verifying conclusions. The analysis was conducted interactively from the data collection process to drawing conclusions. Data from interviews, observations, and documentation were condensed by selecting, focusing, and grouping information relevant to the research focus. Next, the data were presented and organized based on the four dimensions of Edwards III policy implementation: communication, resources, disposition, and bureaucratic structure,

as well as supporting and inhibiting factors for implementation. In the final stage, conclusions were drawn by identifying patterns, similarities, differences, and interrelationships between findings, then verified repeatedly with various data sources to ensure consistency of interpretation.

4. Result

The research results indicate that the implementation of South Papua Governor Regulation Number 11 of 2023 has generally been quite successful through the One-Stop Integrated Service (PTSP) mechanism and the use of OSS-RBA. Policy implementation is supported by policy communication, the availability of resources and service facilities, staff commitment, standard operating procedures (SOPs), and coordination with technical OPDs. However, implementation still faces obstacles such as uneven staff competency, network and OSS-RBA disruptions, limited digital literacy among service users, regulatory changes, and the time required to obtain technical recommendations from relevant OPDs. A summary of findings based on interviews, observations, and documentation is presented in Table 2.

Table 2. Summary of Findings on the Implementation of Delegation of Authority

Dimensions	Key Findings	Main Obstacles	Related Informants
Communication	Policy information is delivered through internal coordination, direct consultation, website, WhatsApp, service media, and OSS-RBA assistance.	Changes in regulations and synchronization of OSS with regional provisions sometimes cause confusion.	I2, I6, I8, I9–I11
Resource	Human resources, service facilities, internet networks, and OSS-RBA have supported the service	The technical competence of the apparatus is not yet evenly distributed, network/OSS disruptions, and limited digital capabilities of users	I1, I3, I6, I8, I9, I11
Disposition	The apparatus demonstrates commitment and responsiveness in providing services and assistance.	Requires continuous adaptability to regulatory and system changes.	I1, I6, I8
Bureaucratic structure	SOPs and division of tasks are available; DPMPTSP is the main gateway for services	Some permits still require technical recommendations from OPDs so that the completion time is not entirely within the control of DPMPTSP.	I1, I3, I4, I5, I7, I8, I10
Supporting/inhibiting factors	Regulation, OSS-RBA, apparatus commitment, coordination, SOP, and information media support implementation	System disruptions, digital literacy, technical recommendations, HR competencies, and regulatory changes are obstacles.	I1–I11 according to issue

Source: Processed by the author based on the results of interviews, observations, and documentation.

4.1 Policy Communication

Policy communication takes place through internal and external channels. Internally, information is conveyed through coordination meetings, service briefings, inter-sectoral consultations, and coordination with technical regional government agencies (OPDs). Externally, service information is provided through in-person consultations, telephone calls, WhatsApp, the DPMPTSP website, service information media, and assistance with the use of the OSS-RBA. Informants generally understood South Papua Governor Regulation Number 11 of 2023 as the basis for implementing licensing and non-licensing services.

From a service user perspective, information is relatively easy to obtain through various channels. I9 and I11 stated that information can be accessed through the DPMPTSP website, social media, OSS-RBA, and in-person consultations. However, regulatory changes and the lack of synchronization between OSS and regional regulations sometimes create uncertainty. I9 stated:

"Sometimes there are confusing procedural aspects when there is a transition of rules or synchronization between the central system (OSS) and the fulfillment of commitments at the regional level."(I9, Interview)

Furthermore, I9 and I11 stated that some communities still require direct assistance, particularly when regulatory changes or adjustments to the OSS-RBA system occur. Thus, policy communication has utilized various media, but regulatory changes

and differences in user capabilities in accessing digital services still impact the clarity of information.

4.2 Resources and Service Capacity

In terms of resources, the DPMPTSP has been supported by human resources, service facilities, and information technology. Observations indicate the availability of service rooms, computers, internet networks, consultation rooms, queuing systems, and information media. Officials have also been able to provide consultation and assistance on the use of OSS-RBA. However, the number and technical capabilities of officials are not yet fully commensurate with the complexity of the services required. The difference in technical capabilities of officials is particularly evident in the use of OSS-RBA. I6 states:

"Although the number of employees is relatively sufficient, not all officers have the same technical skills in operating the OSS-RBA system, so in certain situations, assistance from more experienced colleagues is still needed."(I6, Interview)

Services also depend on the nationally managed OSS-RBA system. When there are network disruptions or system maintenance, service processes can be delayed, even when staff are ready to provide services. Digital limitations are also encountered among service users. Some people still require staff assistance to complete the OSS-RBA process. I9 stated:

"The public still needs assistance in using OSS."(I9, Interview)

The findings indicate that basic resources and facilities are available, but the implementation of digital services still faces uneven technical competency of the apparatus, dependence on the OSS-RBA system, and limited digital capabilities of some users.

4.3 Disposition and Responsiveness of the Implementer

The research results show that DPMPTSP officials demonstrate a strong commitment to service delivery. Based on observations, officers provide services through the counter, consultations, and OSS-RBA assistance with a communicative attitude and strive to assist the public when they encounter difficulties. This commitment is also evident in handling complaints and service issues. I6 explains:

"Officers strive to address each complaint effectively, provide clear explanations, and assist in finding solutions in accordance with applicable regulations. If the issue relates to the OSS system or technical OPD, officers will coordinate further to assist with resolution."(I6, Interview)

Service users also experienced responsiveness from the apparatus. I8 reported that officers provided thorough and responsive explanations during the licensing process, helping business owners understand the service stages. Furthermore, the apparatus demonstrated the ability to adapt to policy changes through continuous coordination and learning. Therefore, the disposition of implementers is one aspect that supports policy implementation, particularly through their commitment to service, responsiveness to user needs, and willingness to provide assistance when obstacles arise during the licensing process.

4.4 Bureaucratic Structure and Cross-Organizational Coordination

The bureaucratic structure for policy implementation is supported by standard operating procedures (SOPs) and a relatively clear division of tasks. The DPMPTSP serves as the main point of administrative services, while technical OPDs provide considerations or recommendations on specific types of permits. The SOPs regulate the process of accepting applications, verifying administration, coordinating with technical OPDs, and issuing permit documents. I3 stated that these work guidelines help officers understand their respective duties and responsibilities. The SOPs are also adjusted to reflect regulatory developments and changes to the OSS-RBA system. I1 stated:

"The SOP is continuously updated to reflect regulatory developments and changes to the OSS-RBA-based service system to ensure services remain compliant with applicable regulations."(I1, Interview)

Although service authority has been delegated to the DPMPTSP, some types of permits still require the involvement of technical OPDs. I1 explained:

"Services are delivered in an integrated manner, but certain types of permits still require technical recommendations from the appropriate regional government agencies (OPDs). Therefore, inter-agency coordination is crucial."(I1, Interview)

This coordination is carried out through meetings, document submission, and direct communication when a request requires technical review. From the service user's perspective, the need for technical recommendations can increase the processing time. I7 stated:

"Service times sometimes increase because we are still waiting for technical recommendations from the OPD."(I7, Interview)

The same is evident in statement I10, which states that delays in permit issuance in some cases are more related to the technical recommendation process at the relevant OPD than the administrative process at the DPMPTSP. Thus, while the service mechanism has a clear structure and division of tasks, the processing of some permits still relies on cross-organizational coordination and technical recommendations.

5. Discussion

5.1 Policy Communication and Implementation Capacity

The effectiveness of communication in implementing delegation of authority is determined not only by the availability of information channels, but primarily by the organization's ability to maintain clarity and consistency of information when regulations and service systems change. Findings regarding persistent user confusion during regulatory transitions and adjustments to the OSS-RBA demonstrate that communication is a continuous process. This reinforces Edwards III's (1980) view that the transmission, clarity, and consistency of information determine the extent to which policies can be accurately interpreted by implementers and target groups.

In digital licensing services, communication is also inseparable from the capacity of service implementers and users. The availability of OSS-RBA has not completely eliminated the need

for assistance because the technical capabilities of officials and the digital literacy of users still vary. Thus, digitalization of services is not only a matter of providing technology, but also human and organizational readiness to operate it. This argument aligns with Pribadi et al. (2024) regarding the importance of organizational capacity in digital governance and Fiestiandani et al. (2026) who place the human dimension as a crucial component in digital public service policy capacity.

These findings also complement Hanifah and Heryanto's (2026) study on the implementation of OSS-RBA at the regional level. In the context of South Papua, the effectiveness of OSS-RBA depends not only on the system's existence but also on the interaction between the digital capacity of the apparatus, user capabilities, policy communication, and regulatory changes. Therefore, the capacity to implement digital licensing services needs to be understood as a combination of technological readiness and the actors' ability to use and adapt to the system.

5.2 Implementer Disposition and Structural Limitations

While a positive disposition of officials is a key factor in policy implementation, this study demonstrates that implementer commitment has limits when faced with structural and systemic constraints. Responsiveness, willingness to assist users, and adaptability can improve service processes, but they cannot fully address OSS-RBA disruptions, regulatory changes, or process delays beyond the direct authority of the DPMPTSP. This broadens the understanding of Edwards III (1980), as dispositions that support implementation still require resources and a bureaucratic structure that enable such commitment to translate into service outcomes.

This situation also demonstrates the importance of institutional capacity in regional governance. Setiawan et al. (2022) emphasized that regional government capacity influences the ability to provide public services in a decentralized system. In the context of South Papua, as a newly autonomous province, this capacity becomes even more crucial because organizations not only provide services but also must adapt apparatus competencies, work procedures, technology, and institutional coordination to changes in national policies and regional needs.

Thus, apparatus commitment should not be viewed as a stand-alone factor. The effectiveness of disposition depends on the extent to which the organization provides an institutional environment that supports apparatus in exercising their authority. These findings demonstrate the interdependence between disposition, resources, and bureaucratic structure, such that weaknesses in one aspect can limit the effectiveness of others.

5.3 Bureaucratic Structure and Interorganizational Dependence

The DPMPTSP's reliance on technical recommendations from regional government agencies (OPDs) demonstrates that delegation of authority does not automatically eliminate fragmentation in the licensing implementation structure. Although services have been placed within the PTSP mechanism, the resolution of some types of licensing still requires substantive action from other organizations. Thus, the licensing policy implementation structure is better understood as a cross-organizational structure rather than simply an internal administrative structure within the DPMPTSP.

This finding is consistent with Wicaksono et al. (2026), who showed that the implementation of integrated licensing in

Indonesia involves multiple actors, making coordination a crucial factor in its implementation. This finding is also in line with Onyango (2025), who emphasized that public sector collaboration depends not only on the formal division of authority but also on the ability of organizations and actors to generate collective action. In this context, the effectiveness of licensing services depends on the quality of the working relationship between the DPMPTSP and technical OPDs that have substantive competence in specific types of permits.

From Edwards III's (1980) perspective, this situation demonstrates the relevance of fragmentation as part of the bureaucratic structure. The division of authority among several organizations can be a source of delays if coordination and responsibility are not effectively distributed. Matland (1995) also points out that the implementation process is influenced by the distribution of authority and interactions between actors. Therefore, strengthening implementation is not simply achieved by improving the internal SOPs of the DPMPTSP; it requires a cross-OPD coordination mechanism capable of ensuring that technical recommendations are processed consistently and timely.

This finding provides an important perspective: the integration of administrative services is not always synonymous with the integration of operational authority. The DPMPTSP may be the primary gateway for services, but its ability to complete the entire process remains influenced by the authority and actions of other organizations. This distinction serves as the basis for understanding the relationship between formal delegation and operational autonomy in the implementation of licensing policies.

5.4 From Formal Delegation to Operational Autonomy

The primary contribution of this research lies in the finding that formal delegation does not necessarily translate into operational autonomy. Delegation of authority provides formal legitimacy to the DPMPTSP to provide licensing and non-licensing services, but this formal authority is not always accompanied by control over the entire operational process. Reliance on the nationally managed OSS-RBA and technical recommendations from relevant OPDs demonstrates the difference between formal authority and operational control.

This distinction is important because most previous literature has focused on the implementation of OSS-RBA and service digitalization (Putra et al., 2021; Hanifah & Heryanto, 2026), local government capacity (Setiawan et al., 2022), or collaboration in licensing implementation (Wicaksono et al., 2026) separately. This study connects these three aspects by demonstrating that the effectiveness of delegation of authority is simultaneously determined by an organization's internal capacity and its ability to manage external dependencies.

These findings extend the application of Edwards III's (1980) framework to the context of licensing authority delegation. The four dimensions of communication, resources, disposition, and bureaucratic structure remain relevant, but this research demonstrates that in services involving multiple organizations, bureaucratic structure needs to be understood beyond the boundaries of the delegated organization. The effectiveness of implementation depends not only on how the DPMPTSP organizes its resources and procedures, but also on the ability to coordinate actors who control the resources, information, systems, or technical authority necessary to complete the service.

The context of South Papua as a new autonomous province adds further significance to these findings. The establishment of South Papua Province through Law Number 14 of 2022 places policy implementation in a relatively new institutional environment. Under these conditions, the delegation of authority occurs concurrently with the development of organizational capacity, apparatus competency, service systems, and inter-institutional coordination. Therefore, the delegation of authority to a new autonomous region should not be solely assessed based on the existence of regulations or the formal transfer of authority, but also on the capacity of the organization receiving the delegation to operationally implement and coordinate that authority.

The implication is that strengthening the delegation of authority requires a shift from a formal delegation-oriented approach to effective operational delegation. This requires improving the competency of government officials, strengthening user digital literacy, adapting to changes in the OSS-RBA system, updating standard operating procedures (SOPs), and establishing more measurable mechanisms for coordinating and resolving technical recommendations between regional government agencies (OPDs). Thus, integrated services will be realized not only in the administrative structure but also in the ability to coordinate the licensing process.

6. Conclusion

This study shows that the implementation of the delegation of licensing and non-licensing authority to the South Papua Province DPMPTSP based on South Papua Governor Regulation Number 11 of 2023 has taken place through an integrated service mechanism supported by OSS-RBA, organizational resources, apparatus commitment, SOPs, and coordination with technical OPDs. However, its implementation still faces several obstacles, particularly uneven technical competence of apparatus, network and OSS-RBA system disruptions, limited digital literacy of some users, regulatory changes, and the time required to complete technical recommendations from related OPDs. The main findings indicate that although authority has been formally delegated and DPMPTSP has become the main service gateway, the completion of some types of licensing still depends on the processes and technical authority of other organizations. Thus, formal delegation does not always automatically result in operational autonomy (formal delegation does not necessarily translate into operational autonomy).

Theoretically, this study extends the application of Edwards III's (1980) policy implementation framework in the context of licensing authority delegation by demonstrating that communication, resources, disposition, and bureaucratic structure operate not only within the internal boundaries of the delegating organization but also through cross-organizational relationships. Findings regarding reliance on recommendations from technical OPDs demonstrate a distinction between formal authority and operational control. Practically, strengthening implementation needs to be directed at improving the competency of apparatus in OSS-RBA, providing assistance to users with limited digital capabilities, adjusting SOPs to regulatory changes, and strengthening coordination and time standards for completing technical recommendations between OPDs. Therefore, strengthening delegation policies needs to move beyond formal delegation to effective operational delegation.

This research is limited to a qualitative approach and the context of one newly established autonomous province, so its findings are contextual and not intended for statistical generalization. Furthermore, this study focuses on the implementation process and does not quantitatively examine the effect of delegation of authority on investment growth. Future research could conduct comparative studies between newly established and established autonomous provinces, compare implementation across licensing sectors, or use quantitative or mixed methods approaches to examine the relationship between institutional capacity, interorganizational coordination, licensing service performance, and investment outcomes. Such research is expected to provide broader evidence regarding the conditions that enable formal authority to evolve into effective operational autonomy.

References

1. Edwards, G.C., III. (1980). Implementing public policy. Congressional Quarterly Press.
2. Fiestiandani, I., Setijaningrum, E., Supeno, E., & Samad, S. (2026). Between bytes, being, and the bridging of boundaries: the human dimension of policy capacity in rural Indonesia's digital public service delivery. *Cogent Social Sciences*, 12(1), 2624790. <https://doi.org/10.1080/23311886.2026.2624790>
3. Government of Indonesia. (2021). Government Regulation of the Republic of Indonesia Number 5 of 2021 concerning the Implementation of Risk-Based Business Licensing.
4. Government of Indonesia. (2022). Law of the Republic of Indonesia Number 14 of 2022 concerning the Establishment of South Papua Province.
5. Gupta, K., Patunru, A. A., & Gretton, P. (2025). Projecting the long-run impact of an economic reform: The case of the Indonesian Omnibus Law. *Asian-Pacific Economic Literature*, 39(1), 102–130. <https://doi.org/10.1111/apel.12428>
6. Hanifah, N., & Heryanto, Y. (2026). Implementation of the Online Single Submission Risk-Based Approach (OSS RBA) Policy in the City of Cirebon. *Polisci Journal*, 3(4), 421-435. <https://doi.org/10.62885/polisci.v3i4.1152>
7. Matland, R. E. (1995). Synthesizing the implementation literature: The ambiguity-conflict model of policy implementation. *Journal of Public Administration Research and Theory*, 5(2), 145–174.
8. Miles, M. B., Huberman, A. M., & Saldaña, J. (2014). *Qualitative data analysis: A methods sourcebook* (3rd ed.). SAGE Publications.
9. Onyango, G. (2025). Social processes of public sector collaborations in Kenya: unpacking challenges of realizing joint actions in public administration. *Journal of the Knowledge Economy*, 16(2), 8141-8171. <https://doi.org/10.1007/s13132-024-02176-5>
10. Pribadi, U., Iqbal, M., Ibrahim, MA, Juhari, & Ahdarrijal, Y. (2024). Nexus of public organization, transparency, and accountability in Indonesia's digital governance. *Journal of Public Affairs*, 24(3), e2940. <https://doi.org/10.1002/pa.2940>
11. Putra, BUJ, Makhya, S., & Mukhlis, M. (2021). Implementation of the Online Single Submission

- licensing policy system (Study at the DPMPTSP of South Lampung Regency). *Journal of Social and Political Analysis*, 5(1), 1–11. <https://doi.org/10.23960/jasp.v5i1.66>
12. Saha, A., Megersa, K., & Macdonald, K. (2023). Business licensing reform and gender equality: Evidence from Indonesia. *The Journal of Development Studies*, 59(8), 1283-1307. <https://doi.org/10.1080/00220388.2023.2218003>
 13. Setiawan, A., Tjiptoherijanto, P., Mahi, BR, & Khoirunurrofik, K. (2022). The impact of local government capacity on public service delivery: Lessons learned from decentralized Indonesia. *Economies*, 10(12), 323. <https://doi.org/10.3390/economies10120323>
 14. South Papua Province Investment and One-Stop Integrated Services Office. (2025). Report on the realization of investment in South Papua Province, fourth quarter of 2025. DPMPTSP South Papua Province.
 15. South Papua Province Investment and One-Stop Integrated Services Agency. (2025). South Papua Province DPMPTSP Strategic Plan 2025–2029. South Papua Province DPMPTSP.
 16. South Papua Provincial Government. (2023). Regulation of the Governor of South Papua Number 11 of 2023 concerning Delegation of Authority in the Field of Licensing and Non-Licensing to the Investment and One-Stop Integrated Services Office.
 17. Virnandes, S. R., Shen, J., & Vlahu-Gjorgievska, E. (2024). Building public trust through digital government transformation: A qualitative study of Indonesian civil service agencies. *Procedia Computer Science*, 234, 1183-1191. <https://doi.org/10.1016/j.procs.2024.03.114>
 18. Wicaksono, A., Andari, RN, Azni, US, Prayoga, RA, Putri, IHS, Wahyono, E., Andini, P., Nurlika, R., Nabila, NM, Wijaya, G., Sidipurwanti, E., & Susantyo, B. (2026). Actor collaboration in the implementation of business licensing integrated with the land use framework: Indonesian case study. *Urban Governance*, 6(1), 45-57. <https://doi.org/10.1016/j.ugi.2025.10.003>
 19. Zarychta, A., Benedum, M.E., Sanchez, E., & Andersson, K.P. (2024). Decentralization and corruption in public service delivery: Local institutional arrangements that can help reduce governance risks. *Journal of Public Administration Research and Theory*, 34(2), 238-254. <https://doi.org/10.1093/jopart/muad022>