



# Implementation of Government Regulation in Granting Risk-Based Business Licensing at Private Job Training Institutions

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**Abstract:** This study examines the level of compliance of Private Vocational Training Institutions (LPKS) in Cianjur Regency with the implementation of Government Regulation Number 5 of 2021 concerning Risk-Based Business Licensing (OSS RBA), identify the challenges faced in its implementation, and evaluate the role of local government support. Using a juridical-empirical approach combined with SWOT analysis, data were collected through document reviews, interviews, and observations involving relevant stakeholders. The results show that out of 93 registered LPKS, only 9 have met the OSS RBA licensing requirements. Major challenges include the high cost of administrative documents such as the Certificate of Proper Function (SLF), limited technical knowledge about the OSS RBA system, and insufficient socialization efforts. The SWOT analysis reveals that although LPKS possess institutional strengths and opportunities such as legal status and potential government support, they are hindered by internal weaknesses and external threats, including regulatory complexity and limited resources. To improve compliance and optimize the OSS RBA implementation, policy recommendations include streamlining licensing procedures, increasing technical assistance, and providing targeted incentives for small-scale institutions.

**Keywords:** Government, Institutional, Labor, Training, Vocational Training Institution

## Introduction

The demand for competent and competitive human resources is becoming increasingly urgent amid the challenges of globalization (Agustina et al, 2024) (Prantiastio et al, 2023) and the ongoing industrial revolution (Gustiani & Saputra, 2022). The labor market requires individuals who not only possess technical skills but are also able to adapt to the ever-changing dynamics of industry (Syabana & Nasution, 2023). Private Vocational Training Institutions (LPKS/Lembaga Pelatihan Kerja Swasta) play a crucial role in addressing these challenges through structured vocational training programs that are aligned with market needs (Verdiansyah et al, 2022).

Strengthening the governance and legal status of LPKS is part of the government's broader effort to enhance the competitiveness of the national workforce (Fajar & Hidayat, 2023). The Indonesian government issued Government Regulation Number 5 of 2021 concerning the Implementation of Risk-Based Business Licensing as part of a licensing reform initiative. This regulation requires all business actors, including LPKS, to obtain

licenses through the Online Single Submission Risk-Based Approach (OSS RBA) system (Putra, 2022) (Syarif et al, 2023), which is designed to simplify licensing procedures and improve bureaucratic efficiency (Syabana & Nasution, 2023).

The implementation of the OSS RBA has become a key focus of the government's strategy to promote ease of doing business (Larus et al) and digitalization of public services (Murdiana et al, 2022) (Putra, 2022). Several studies have examined the operation of this system, particularly in the context of micro, small, and medium enterprises (MSMEs) and individual entrepreneurs (Libran, 2024) (Ropiko et al, 2024). These studies primarily emphasize administrative issues, such as compliance rates, legal formalities (Resya Myla Libran, Petronela Sahetapy, 2024), and technical obstacles related to a lack of outreach and understanding of the OSS RBA system (Fajri & Astuti, 2024).

However, research on OSS RBA has largely remained normative and procedural, without exploring the institutional capacities and strategic adaptation of implementing entities (Utomo et al, 2024). There has been no study focusing on how LPKS, as providers of vocational training, strategically respond to licensing system reforms (Husein & Munggaran, 2025). Aspects such as institutional positioning, internal readiness, and external dynamics influencing regulatory implementation have rarely been the primary focus of previous research (Anwar & Hanim, 2025) (Cahyaningtyas, 2022) (Damayanti et al, 2023) (Safitri et al, 2023) (Lussy et al, 2024).

Regions with limited resources, such as Cianjur Regency, face unique challenges in implementing the OSS RBA. According to the Cianjur Regency Manpower Office, there are 93 active LPKS in the region as of 2025. This number reflects the significant role of LPKS in local human resource development, thereby requiring serious attention to the effectiveness of applicable licensing policies.

To date, there has been no study that systematically links risk-based licensing regulations with the practical realities faced by LPKS in Cianjur Regency. Strategic institutional positioning through a SWOT analysis—which integrates strengths, weaknesses, opportunities, and threats—has also been largely overlooked. Prior studies on OSS RBA compliance include research by (Lestari & Zulkarnaini, 2023), (Fazadana et al, 2021), and (Masturi et al, 2024).

Lestari & Zulkarnaini (2023) explored the implementation of Government Regulation No. 5 of 2021 regarding e-government practices at the Investment and One-Stop Integrated Service Office (DPMPTSP) in Indragiri Hulu Regency, based on indicators of successful e-government elements: support, capacity, and value. They identified several inhibiting factors, including a lack of understanding among human resources—particularly individual business actors—and the OSS RBA system still being in a refinement stage.

Meanwhile (Fazadana et al, 2021) examined the implementation of Government Regulation No. 7 of 2022 concerning OSS licensing for MSMEs in Batu City. Their findings revealed that the regulation's implementation remained suboptimal due to low levels of understanding among MSME actors and the underperformance of village-owned enterprises (BUMDes) in Bumiaji Village.

Last, (Masturi et al, 2024) evaluated the effectiveness of Government Regulation No. 24 of 2018 in the provision of licensing and non-licensing services under OSS RBA for MSMEs in Bantaeng Regency. Their study found that poor internet connectivity and limited public outreach efforts were the primary obstacles to system usage.

Overall, these three studies examine the implementation of different OSS-related government regulations (PP No. 5/2021, PP No. 7/2022, and PP No. 24/2018) at the regional level, primarily focusing on MSMEs as the main policy targets. Although they offer descriptive insights based on qualitative methods such as interviews and observations, the findings tend to be subjective and lack quantitative data support, increasing the risk of bias.

Therefore, it is necessary to conduct a study that not only describes the phenomenon but also explores in depth the relationship between the existing regulation—specifically PP No. 5 of 2021—and its practical implementation through an empirical juridical approach. Moreover, integrating secondary data from relevant institutions with a strategic framework such as SWOT is essential to assess how entities adapt to the OSS RBA system. As none of the aforementioned studies (Lestari & Zulkarnaini, 2023) (Fazadana et al, 2021) (Masturi et al, 2024)—examine the OSS RBA implementation through an empirical juridical approach or SWOT framework specifically within the context of PP No. 5/2021, this research holds a strategic position in filling the literature gap and contributing to policy development.

This study aims to analyze the level of compliance of Private Vocational Training Institutions (LPKS) in Cianjur Regency with the implementation of Government Regulation No. 5 of 2021 and to identify the factors contributing to low compliance levels. By combining an empirical juridical approach with SWOT analysis, this research seeks to uncover the gap between legal norms and field practices, including structural barriers such as the high cost of preparing technical documents, limited digital literacy among LPKS actors, and the lack of technical assistance from relevant agencies. This approach is expected to provide a comprehensive understanding of the real conditions faced by LPKS in Cianjur and serve as a basis for formulating more contextual, adaptive, and locally responsive policies to enhance the sustainable implementation of the OSS RBA system.

## Methodology

This study employs an empirical juridical approach to assess the compliance of Private Vocational Training Institutions (LPKS) in Cianjur Regency with the risk-based licensing provisions outlined in Government Regulation Number 5 of 2021, by examining the alignment between legal norms and actual practices in the field. The empirical juridical approach, as stated by (Soekanto, 2021), aims to understand law as a social phenomenon that is not only written in regulations but also reflected in the behavior of society, including local policy implementers. To support this analysis, the study utilizes the SWOT (Strengths, Weaknesses, Opportunities, Threats) analysis method, as developed by (Sarsby, 2023), which serves as a tool to identify and evaluate internal and external factors affecting the implementation of the OSS RBA system by LPKS. Using data collection techniques such as interviews and observations, this approach not only evaluates legal aspects substantively but also formulates adaptive strategies and policy recommendations that are more applicable and contextually relevant to actual conditions in the field.

## Result and Discussion

The book Introduction to Indonesian Administrative Law by (Hadjon, 2024) emphasizes the importance of legality in governmental actions, including those in the fields of education and training. According to Hadjon, activities involving public interest must be subject to the provisions of administrative law. As institutions responsible for delivering vocational training, Private Vocational Training Institutions (LPKS) are required to possess formal legal status in the form of licensing. This is because their training programs concern the broader public interest, directly impact human resource development, and may affect occupational safety, training quality, and employment opportunities.

Based on data from the Department of Manpower of Cianjur Regency in 2025, there are 93 registered LPKS distributed across various areas.

**Table 1.** Data of LPKS in Cianjur Regency (2025)

NO	NAME OF LPKS	VERIFIED STANDARD CERTIFICATE NUMBER	CERTIFICATE DATE
1	PRATAMA	-	-
2	DIAS	-	-
3	PELITA ANUGRAH BANGSA	-	-
4	USAHA MULIA	-	-
5	ANNY	-	-
6	MIRA	-	-
7	RIZKY	-	-
8	HALIMATUSSA DIAH	-	-
9	AMANAH MANDIRI	-	-
10	TRIJAYA	-	-
11	BINA KENCANA	-	-
12	KARISMA	-	-
13	SWASTIKA	-	-
14	LUCKY / LUCKY AREL	-	-
15	ELKA GRANDIART	-	-
16	NING	-	-
17	ARTHA KENCANA	-	-
18	ANISA	-	-
19	MUSTIKA SARI	-	-
20	GIPPAMS	-	-
21	NURI	-	-
22	GREATEXCEL	-	-

NO	NAME OF LPKS	VERIFIED STANDARD CERTIFICATE NUMBER	CERTIFICATE DATE
23	ISMA	-	-
24	SOFIE	-	-
25	IDAH	-	-
26	TETRA GAMA	-	-
27	MANDIRI BERSEMI	-	-
30	BHAKTI NEGERI CIANJUR	-	-
32	RAMADHAN REZA	-	-
33	YASASHI CINDEV	-	-
34	DZAKIYAH	-	-
35	FITRI	-	-
36	AYU	-	-
37	GERBANG KERJA MASA DEPAN (GO JAPAN)"	-	-
38	ZAHRA	-	-
39	LILY	-	-
40	DAHLIA SUGIH SAHARTI	-	-
41	ESTETIKA	-	-
42	MUSTIKA	-	-
43	JAPINDO	-	-
44	AZUMI GAKUIN CENTRE	-	-
45	KNOWLEDGE KOMPUTER CENTER	-	-
46	PRIMA BANGSA CIANJUR	-	-
47	MEKAR UTAMA	-	-
48	PRIMA	-	-
49	DAHLIA	-	-
50	AMANAT NEGERI SAKURA	25092100219910002	10 Maret 2025
51	CIANJUR BERSATU	-	-
52	KACHI KOKORO (Pemagangan Luar Negeri)	-	-

NO	NAME OF LPKS	VERIFIED STANDARD CERTIFICATE NUMBER	CERTIFICATE DATE
53	BROTHER	-	-
54	BTC (BROTHER TRAINING CENTER)	-	-
55	PUNCAK HOTEL INSTITUTE	15032200273460002	11 Februari 2025
56	MENDUNIA.id	22022500473150004	25 Maret 2025
57	MIZUNO SEMANGAT BANGSA	-	-
58	SAKURA NO HIKARI	-	-
59	KOCHI MAKMUR INDONESIA	-	-
60	MAYNUR INTERNASIONAL FOUNDATION	-	-
61	WARGI SAKURA	-	-
62	KIHASA	-	-
63	MATARAH NUSANTARA SENTOSA	-	-
64	AGRO INTERNASIONAL CIANJUR	-	-
65	CATUR KARYA LESTARI	-	-
66	MINNA NO HIROBA	91203131515890017	25 Maret 2025
67	HUMAIRA AKIRA INSTITUTE	2005220021640014	30 April 2024
68	KAZUKO SUGIH MUKTI	-	-
69	KOMIHW CIANJUR	-	-
70	PEMAGANGAN KOTA BANDUNG (PKB)	-	-
71	CAHAYA HATI INTERNASIONAL	-	-
72	HOTEL ACADEMY CIANJUR (HAC)	-	-
73	MASINDO	-	-

NO	NAME OF LPKS	VERIFIED STANDARD CERTIFICATE NUMBER	CERTIFICATE DATE
74	ICHIHARA JAYA CIANJUR	-	-
75	KABAR CIANJUR	-	-
76	AL-IKHLAS	-	-
77	BINAWAN	-	-
78	SATYA BUANA KARYA	-	-
79	BUANA MITRA INDUSTRI INDONESIA (BMII)	-	-
80	JOJO INTERNASIONAL GROUP	-	-
81	LPK INSAN KREATIF	-	-
82	LAJUR	-	-
83	RUMAH CIPTA KERJA	-	-
84	MAMORU NIHONGO GAKKOU	-	-
85	AZKIRA	-	-
86	SALAS PUTRA MANDIRI	-	-
87	KACC ADEEVA HARUMI (KAH)	-	-
88	SINAR KARYA SUKSES	-	-
89	LPK PUTRA AYU MAHKOTA	-	-
90	AL BARKAH	04032400342060002	20 Maret 2024
91	HACHIMITSU	04092301576750001	20 Februari 2024
92	LPK ARYA LINGGA BUANA	19042401331950003	11 September 2024
93	LPK ARIGATOU INDONESIA GROUP	23022402128140006	13 Desember 2024

Source : Department of Manpower and Transmigration, Cianjur Regency (2025).

However, the inventory results show that the majority of these institutions have not yet fully complied with the licensing migration process as mandated in Government Regulation Number 5 of 2021 concerning Risk-Based Business Licensing. Only a small number have obtained a Verified Standard Certificate through the OSS RBA system of the total. The following institutions are those that have successfully obtained the Verified Standard Certificate via OSS RBA:

**Table 2.** LPKS in Cianjur Regency Holding Verified Standard Certificates through OSS RBA (2025)

No.	NAME OF LPK	VERIFIED STANDARD CERTIFICATE NUMBER	CERTIFICATE DATE
1	AL BARKAH	04032400342060002	20 Maret 2024
2	HACHIMITSU	04092301576750001	20 Februari 2024
3	HUMAIRA GLOBAL INTERNASIONAL	2005220021640014	30 April 2024
4	ARYA LINGGA BUANA	19042401331950003	11 September 2024
5	ARIGATOU INDONESIA GROUP	23022402128140006	13 Desember 2024
6	PUNCAK HOTEL INDONESIA	15032200273460002	11 Februari 2025
7	AMANAT NEGERI SAKURA	25092100219910002	10 Maret 2025
8	MENDUNIA.id	22022500473150004	25 Maret 2025
9	MINNA NO HIROBA	91203131515890017	25 Maret 2025

Source : Department of Manpower and Transmigration, Cianjur Regency, processed by the researcher (2025).

The condition illustrated by the above data reveals that only 9 out of 93 Private Vocational Training Institutions (LPKS) in Cianjur Regency have successfully obtained a Verified Standard Certificate through the OSS RBA risk-based licensing system. This fact reflects a very low level of compliance with the regulations set forth in Government Regulation Number 5 of 2021, which was intended to simplify and digitize the business licensing process. The low compliance rate not only leads to legal uncertainty regarding the operational status of these institutions but also poses potential legal consequences and limits their access to government support programs. Furthermore, this situation creates structural barriers to institutional capacity-building, especially for smaller LPKS operating with limited resources.

Data analysis in this study was conducted qualitatively using an empirical juridical approach, focusing on how the legal regulation—specifically Government Regulation Number 5 of 2021 on Risk-Based Business Licensing—is applied in practice by LPKS in Cianjur Regency. The analyzed data includes both primary and secondary sources, which were then mapped using SWOT analysis to evaluate the strategic position and implementation challenges of OSS RBA faced by the LPKS.

## Empirical Juridical Analysis of the Implementation of Government Regulation No. 5 of 2021

This study adopts an empirical juridical approach, which combines the study of legal norms with the observation of how those norms are implemented in society. This approach is essential for analyzing the alignment between the normative provisions of Government Regulation No. 5 of 2021 on the Implementation of Risk-Based Business Licensing and the actual practices carried out by Private Vocational Training Institutions (LPKS) in Cianjur Regency. According to (Soekanto, 2021) in his book Normative Legal Research, the empirical juridical approach enables researchers to assess the extent to which legal norms are understood and implemented by field actors, as well as the obstacles encountered in their implementation.

In practice, this study relies on two main types of data sources: primary and secondary data. Primary data were collected through in-depth interviews and direct observation. Interviews were conducted with officials from the Cianjur Regency Department of Manpower and Transmigration as well as LPKS administrators, who are directly affected by the OSS RBA policy. These interviews aimed to explore their understanding of the OSS RBA system, the licensing process, challenges faced, and their perceptions of the effectiveness of local government support. Observations were conducted directly on the process of submitting Standard Certificates through the OSS RBA, both in terms of the technical flow of the digital process and the review of physical document compliance in the field.



**Figure 1.** Interviews with officials from the Department of Manpower and Transmigration of Cianjur Regency and LPKS administrators. (Source: Author's Documentation, 2025)

Meanwhile, secondary data were obtained from official documents of the Cianjur Regency Department of Manpower and Transmigration (2025), including the LPKS Registration Book and a recap of institutional legal status. These data were used to strengthen and confirm field findings. Based on the data collected, it was found that there were 93 active and registered LPKS in the Cianjur Manpower Office. However, only 9 of these institutions had successfully obtained Verified Standard Certificates through the OSS RBA system, while the remaining 84 had not yet fulfilled this requirement.

**Table 3.** LPKS Institution in 2025

Category	Total
LPKS	93
LPKS Registered in OSS RBA	9
LPKS Not Registered in OSS RBA	84

Source: Internal Data, Department of Manpower and Transmigration, Cianjur Regency, processed by the researcher (2025).

This data indicates a low level of compliance by LPKS with the mandatory risk-based licensing system, which is the main focus of this study. These findings were further analyzed using an empirical juridical approach and strategically assessed through SWOT analysis to identify the strengths, weaknesses, opportunities, and threats that influence the implementation of OSS RBA at the local level.

### SWOT Analysis of OSS RBA Evaluation for LPKS

The evaluation of LPKS readiness and the challenges of OSS RBA implementation was carried out using the SWOT (Strengths, Weaknesses, Opportunities, Threats) approach. (Sarsby, 2023), in his book *SWOT Analysis*, states that SWOT helps to map internal and external conditions that affect the effectiveness of policy implementation—in this case, risk-based licensing at the LPKS level.

**Table 4.** SWOT Analysis of OSS RBA Evaluation for LPKS

Aspect	Description
<i>Strengths</i>	<ul style="list-style-type: none"> <li>- Some LPKS have experience and broad networks with industry partners.</li> <li>- Qualified trainers in their respective fields.</li> <li>- Officially registered with the Manpower Office and possess basic legal documentation.</li> </ul>
<i>Weaknesses</i>	<ul style="list-style-type: none"> <li>- High costs for fulfilling technical documents such as the SLF (Certificate of Proper Function).</li> <li>- Low understanding of OSS RBA procedures.</li> <li>- Limited technical capabilities in using digital systems</li> </ul>
<i>Opportunities</i>	<ul style="list-style-type: none"> <li>- Regulatory support from both central and local governments for license simplification.</li> <li>- Potential collaborations with local industries and government training programs.</li> <li>- Availability of the OSS RBA platform, which can be accessed online.</li> </ul>
<i>Threats</i>	<ul style="list-style-type: none"> <li>- Lack of continuous technical guidance from the government.</li> <li>- Uneven access to technological resources across regions.</li> <li>- Potential administrative sanctions for non-compliance.</li> </ul>

Source: Primary data processed by the researcher (2025).

The SWOT analysis reveals that although LPKS in Cianjur Regency possess internal strengths such as institutional commitment, local legitimacy, and dedication to human resource development, structural weaknesses remain dominant. A major barrier to OSS RBA implementation is the high cost incurred by LPKS in meeting administrative technical requirements, particularly the Certificate of Proper Function (SLF). These costs are disproportionate to the financial capacity of most small and medium-sized LPKS that operate independently with limited resources.

In addition to cost-related factors, technical issues also pose significant challenges. These include limited understanding of the OSS RBA mechanism, insufficient support from technical agencies, and low digital literacy among LPKS managers. As a result, the opportunities offered through government policy support have not been optimally utilized. Although the government has normatively created space for participation through more open online systems and regulations, field realities show a gap between policy norms and actual implementation.

Identified threats include regulatory rigidity that lacks adaptation to local contexts and the potential marginalization of LPKS unable to comply with the new system. The dependence on complex documentation requirements—without the provision of incentives or differentiated treatment for smaller institutions—risks creating disparities in access to risk-based licensing.

The empirical juridical approach in this study further confirms that the implementation of Government Regulation No. 5 of 2021 has not been fully effective at the regional level, especially in the private training sector. Although normatively this regulation aims to simplify licensing bureaucracy, in practice it has increased the administrative burden for training providers with limited capacity.

Therefore, more contextual and inclusive policy strategies are urgently needed, including:

1. Subsidies or cost incentives for technical documents such as the SLF for small-scale LPKS,
2. Simplification of administrative requirements for non-physical or micro-scale training businesses,
3. Regulatory flexibility at the regional level to allow adaptive verification processes in line with effective public service principles.

These steps are expected to encourage greater participation of LPKS in a standardized and legally compliant licensing system, and to improve the overall effectiveness of OSS RBA implementation more evenly across regions.

## **Conclusion**

This study reveals that the implementation of Government Regulation Number 5 of 2021 on the Organization of Risk-Based Business Licensing for Private Vocational Training Institutions (LPKS) in Cianjur Regency continues to face significant challenges. Although the policy aims to simplify and standardize the licensing process, field realities indicate that LPKS compliance with the OSS RBA system remains low, with only 9 out of 93 institutions successfully obtaining a Verified Standard Certificate.

The empirical juridical analysis shows a gap between legal norms and local implementation capacity, primarily due to the high costs associated with fulfilling technical documentation requirements such as the Certificate of Proper Function (SLF), as well as limited legal and digital literacy among training providers. The SWOT analysis reveals that while LPKS possess internal strengths such as local partnerships and a strong labor potential, weaknesses such as limited resources, threats from a regulatory system that is not yet fully adaptive, and underutilized government support opportunities continue to hinder effective policy implementation.

Considering these findings, there is a need for more contextual policy strategies, such as simplifying administrative requirements for micro-scale LPKS, providing incentives or subsidies for technical documentation, strengthening legal education and technical guidance, and enabling more flexible involvement of local governments in the verification process. These efforts are essential to increase the legal participation of LPKS, create a more inclusive licensing system, and support more equitable human resource development through standardized and legally recognized vocational training.

Based on the study's findings, it is recommended that the government simplify administrative requirements, particularly for LPKS engaged in non-physical or micro-scale training. This is important to reduce regulatory burdens that are disproportionate to the level of business risk. In addition, providing subsidies or incentives for obtaining technical documents such as the Certificate of Proper Function (SLF) should be considered, given that high costs remain a major barrier for small-scale LPKS in fulfilling legal obligations. Local governments are also expected to exercise flexibility in adjusting verification and evaluation processes for LPKS, without compromising the principles of effective and efficient public service. These policies are expected to enhance LPKS participation in the OSS Risk-Based system in a legal, inclusive, and sustainable manner.

Future research is encouraged to conduct comparative studies across different regions to explore how local governance capacities influence LPKS compliance with the OSS RBA system. Such studies could also investigate the impact of digital literacy programs and legal assistance on improving institutional readiness for licensing. Additionally, practical collaboration between vocational institutions, local governments, and central regulatory bodies should be fostered to pilot community-based licensing models tailored to local needs. This would not only provide empirical insights for policymaking but also help develop adaptive frameworks that ensure both regulatory compliance and equitable access to vocational education across diverse socio-economic contexts.

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