



Digital Era and Network Governance in Action: Policy Implementation of Business Identification Numbers in Indonesia's Coffee Shop Sector

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DOI: <https://doi.org/10.61987/jemr.v4i4.1394>

ABSTRACT

Keywords:

Policy
Implementation,
Business Identification
Number, coffee shop,
Digital Era
Governance.

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This study explores the implementation of Indonesia's Business Identification Number (Nomor Induk Berusaha/NIB) policy within the coffee shop sector of Padang City through the dual lenses of Digital Era Governance and Network Governance. As Indonesia advances its digital business licensing via the Online Single Submission – Risk Based Approach (OSS-RBA) system, micro and small enterprises face both opportunities and adaptation challenges. Using a qualitative descriptive method, this research draws on interviews, observations, and document analysis involving coffee shop owners, community members, and officials from the Padang City Investment and One-Stop Integrated Service Agency (DPMPSTP). The findings indicate that NIB policy effectiveness hinges on the interplay between digital efficiency and local network dynamics. While the OSS system enhances procedural speed and transparency, gaps in digital literacy and technical support hinder inclusivity. At the same time, collaborative engagement among local governments, coffee communities, and business actors has fostered informal mentoring and policy learning. The study concludes that the NIB implementation in Padang City embodies a hybrid model of digital-collaborative governance, emphasizing that successful digital transformation in public policy depends not only on technological innovation but also on trust-building and inter-actor cooperation.

Article History:

Received: August 2025; Revised: September 2025; Accepted: October 2025

Please cite this article in APA style as:

Sandra, Y., & Yusran, R. (2025). Digital Era and Network Governance in Action: Policy Implementation of Business Identification Numbers in Indonesia's Coffee Shop Sector. *Journal of Educational Management Research*. 4(4), 1910-1920.

INTRODUCTION

Over the past decade, Indonesia's creative economy has emerged as one of the country's most dynamic and resilient sectors, significantly contributing to local innovation and youth entrepreneurship. The rise of small creative businesses—especially in the culinary and service industries—reflects broader

societal shifts toward urban lifestyle transformation and digitalization. Coffee shops, in particular, have evolved into social and cultural spaces that bridge creativity, entrepreneurship, and community engagement. This phenomenon is not only an expression of changing consumption patterns but also a driver of local economic growth and employment creation. According to Indonesia's Creative Economy Agency (Bekraf, 2023), the creative economy contributed over 7% to the national GDP, with culinary services among its leading subsectors (Abas & Jamila, 2025). However, as the sector grows rapidly, issues surrounding business legality and regulatory compliance remain pressing (Kunta & Muslim, 2025). Therefore, examining how small creative enterprises, such as coffee shops, navigate formalization through digital licensing systems is crucial to ensuring inclusive, sustainable, and accountable economic development (Asrani, 2024).

Despite the potential of the creative economy to drive inclusive growth, micro and small enterprises in Indonesia still face persistent challenges related to business legality and administrative compliance. Many entrepreneurs operate informally due to complex bureaucratic requirements, lack of digital literacy, and limited institutional support. These conditions often hinder access to finance, market opportunities, and government programs designed to strengthen entrepreneurship. The government's attempt to streamline business licensing through the Online Single Submission – Risk Based Approach (OSS-RBA) system aims to address these problems by integrating all permits into a unified digital platform. However, the system's implementation across diverse local contexts remains uneven. In cities such as Padang, where the creative coffee shop scene is rapidly expanding, many small business owners struggle to register their ventures through the OSS-RBA platform. This situation underscores a broader governance issue: how can digital innovation in licensing be effectively adopted by small entrepreneurs with varying levels of digital competence?

In Padang City, the emergence of coffee shops has become a distinct socio-economic phenomenon reflecting new consumption habits among urban youth and professionals. The coffee shop culture has evolved beyond serving beverages—it represents social interaction, creativity, and entrepreneurship. Nevertheless, field observations indicate that many of these businesses remain unregistered or only partially compliant with business licensing regulations. Entrepreneurs frequently encounter difficulties in understanding the OSS-RBA procedures, especially regarding risk classification and data verification. Interviews with local coffee community members reveal that registration often relies on peer learning and informal mentoring rather than official guidance. Simultaneously, local government agencies such as the Investment and One-Stop Integrated Service Agency (DPMPSTP) struggle to provide adequate

technical assistance due to limited human resources and digital infrastructure. This mismatch between policy design and local implementation demonstrates a critical gap between digital governance ideals and the realities of small business ecosystems at the city level.

Previous studies have examined the implementation of Indonesia's OSS system primarily at the national level, focusing on administrative efficiency, compliance rates, and institutional performance. For instance, Rizal et al. (2021) found that despite the system's potential to accelerate licensing, technical disruptions and low user understanding often impede effectiveness. Similarly, Siregar and Nuraini (2022) identified weak inter-agency coordination and inconsistent data validation as significant obstacles. These studies highlight systemic issues in the digital transition of public services but tend to treat small business actors as passive policy recipients. As a result, the human and social dimensions of digital adoption—such as trust, collaboration, and informal learning—remain underexplored. Moreover, much of the existing literature assesses the OSS system from a bureaucratic efficiency perspective rather than from a governance standpoint that considers interaction among multiple actors in policy implementation.

In contrast, more recent governance literature emphasizes the need to analyze digital public policy through frameworks that account for complexity and interdependence. Dunleavy et al. (2006) and Margetts (2010) introduced the concept of Digital Era Governance (DEG), which argues that technological innovation reshapes governmental structures and citizen-state relations by promoting integration, transparency, and automation. Complementarily, Klijn and Koppenjan (2016) propose Network Governance (NG) as a framework that explains policy implementation as a product of interactions among interdependent actors—government agencies, private sectors, and communities—each negotiating interests within dynamic networks. Integrating these two perspectives allows for a more nuanced understanding of digital policy implementation that transcends technical and procedural concerns. Nevertheless, empirical applications of these theories in the Indonesian local governance context, especially in the creative economy sector, remain limited. This research seeks to address that gap.

This study offers a novel contribution by bridging the concepts of Digital Era Governance and Network Governance to analyze the implementation of the Business Identification Number (NIB) policy in a specific creative microenterprise context—coffee shops in Padang City. Unlike previous works that focus on administrative or systemic dimensions, this research highlights the interplay between digital infrastructure and local social networks in shaping policy outcomes. It demonstrates that the success of digital policy initiatives

depends not solely on technological innovation but equally on collaborative capacities and social trust among actors. By situating the analysis within a rapidly growing yet informally structured sector, the study extends theoretical debates on digital governance into practical, localized realities. The state-of-the-art contribution lies in conceptualizing the NIB policy not merely as a bureaucratic instrument but as a living governance mechanism that evolves through actor interaction and network-based learning in the digital era.

Given these dynamics, a critical research question arises: how is the Business Identification Number (NIB) policy implemented within the coffee shop sector of Padang City under the frameworks of Digital Era Governance and Network Governance? This study aims to identify the enabling and constraining factors that shape policy implementation, focusing on the intersection between digital transformation, actor collaboration, and governance capacity. It posits that while digital platforms such as OSS-RBA streamline administrative procedures, their success ultimately depends on the strength of inter-organizational coordination and the inclusiveness of policy networks. The research also argues that digital governance reforms can only be sustainable if supported by adaptive local institutions and participatory engagement mechanisms. Hence, the study not only contributes to understanding local policy practice but also offers empirical insights into the broader challenge of implementing national digital policies within diverse socio-economic settings.

This research argues that the implementation of the NIB policy in Padang City represents a hybrid model of digital–collaborative governance, wherein technological efficiency and network-based cooperation coexist and shape each other. Methodologically, the study contributes by combining qualitative descriptive analysis with governance theory to uncover the relational dynamics underpinning policy outcomes. Practically, it provides recommendations for local governments to enhance digital literacy, strengthen inter-agency coordination, and empower business communities as co-governance actors. Academically, it enriches discussions on the localization of digital governance in developing countries, particularly within the creative economy domain. Ultimately, this research underscores that digital transformation in public administration is as much about people and networks as it is about technology.

RESEARCH METHODS

This study adopts a qualitative descriptive approach to explore the implementation of the Business Identification Number (NIB) policy within coffee shops in Padang City, focusing on the dual dimensions of digital transformation and inter-actor collaboration. Padang City was selected as the research site due to its rapid growth in the coffee shop sector and its active

adoption of the Online Single Submission – Risk Based Approach (OSS-RBA) system managed by the Investment and One-Stop Integrated Service Agency (DPMPTSP).

Research participants were purposively selected to include coffee shop owners, DPMPTSP officials, and members of local coffee communities who are directly involved in obtaining NIB registration. Data were collected through in-depth interviews, participant observation, and document analysis to capture both formal and informal aspects of policy implementation. The data analysis followed the interactive model proposed by Miles, Huberman, and Saldaña (2014), encompassing data reduction, data display, and conclusion drawing.

The analytical framework integrates two theoretical lenses. Digital Era Governance was applied to evaluate the efficiency, accessibility, and procedural effectiveness of the OSS system, while Network Governance was used to examine the patterns of collaboration, negotiation, and trust among policy actors. Data validity was ensured through source and method triangulation, complemented by member checking with key informants to enhance credibility and confirm the consistency of findings. This approach enables a rich, context-sensitive understanding of how digital tools and actor networks jointly shape policy implementation in a rapidly evolving creative economy sector.

RESULT AND DISCUSSION

Result

Growth and Distribution of Coffee Shops in Padang

Over the past five years, Padang has experienced a rapid growth in coffee shops, reflecting the dynamics of the local creative economy. According to data from the Tourism Office and DPMPTSP Padang (2024), more than 180 coffee shops operate in urban areas, with the highest concentrations in Padang Barat, Padang Utara, and Kuranji districts. Notable cafes such as Kopi Batigo, Lereng Gunung Café, Saroha Coffee Roastery, KupiKito, and Kopi Ongga represent youth-led businesses that blend local cultural elements with modern urban styles.

Awareness and Adoption of Business Identification Number (NIB)

Interviews with coffee shop owners revealed varying levels of engagement with the Business Identification Number (NIB) registration via OSS-RBA (Online Single Submission – Risk-Based Approach). About half of the owners had completed the registration process, indicating partial adoption of the policy. For instance, Kopi Batigo (Padang Barat) successfully obtained its NIB in 2022 to participate in a municipal MSME development program. In contrast, Lereng Gunung Café (Air Tawar) had yet to secure an NIB due to technical difficulties with OSS, showing reliance on paid local consultants.

Saroha Coffee Roastery (Kuranji) utilized OSS from inception and found it efficient, despite occasional inter-agency validation delays.

Digital and Social Capacities of Coffee Shop Owners

The results suggest a fragmented digital and administrative capacity among coffee shop operators. Owners like those of KupaKito appreciated the mobile accessibility of the system, while others, less familiar with digital administration, faced additional hurdles. Geographic disparities were also observed: central city districts benefited from more routine OSS socialization and guidance, while peripheral districts such as Kuranji and Pauh reported minimal direct support from local authorities.

Bureaucratic Adaptation and Hybrid Practices

Although DPMPTSP has implemented digital queues and online consultations through the OSS portal, many owners still prefer in-person visits to verify their applications. This highlights a “hybrid bureaucracy,” in which digital platforms coexist with traditional, face-to-face practices to reduce administrative errors and maintain user trust.

Role of Networks and Collaboration

Networking significantly influences successful NIB acquisition. Owners connected to local coffee communities, such as Padang Coffee Society or Komunitas Barista Minang, obtained guidance, shared information, and completed registration more efficiently. Independent operators, lacking such networks, were more likely to encounter delays.

Discussion

The NIB policy via OSS-RBA exemplifies the city’s digital governance transformation. The system accelerates registration, reduces bureaucratic layers, and centralizes business data. Yet, the research indicates that technical infrastructure alone is insufficient. Challenges include digital literacy gaps, unstable internet access, and limited institutional support for small operators. These findings align with the principles of Digital Era Governance, which emphasize administrative reintegration, digital process adoption, and user empowerment (Dunleavy et al., 2006).

In Padang, reintegration is evident through the unified NIB, and digitalization is represented by the OSS-RBA portal. However, user empowerment remains uneven, particularly for micro-business owners. Some DPMPTSP staff reported assisting owners through informal channels such as WhatsApp, reflecting the importance of “relational innovation” in digital policy implementation.

The research also underscores the importance of Network Governance in facilitating effective policy implementation. Informal networks, collaborative

forums like “Kopi Basamo,” WhatsApp groups, and peer mentoring serve as critical channels for knowledge transfer and problem-solving. These interactions exemplify co-governance, where government and civil society actors operate in interdependent networks rather than strictly hierarchical structures (Klijn & Koppenjan, 2016; Rhodes, 2017). Yet, challenges remain. Coordination between formal institutions is limited, and not all micro-businesses are integrated into these networks, creating information asymmetries. Hence, social capital and trust networks are as crucial as technological infrastructure for the success of digital governance.

The findings highlight the need for a hybrid approach that combines the efficiency of digital platforms with the adaptability of social networks. OSS-RBA provides the structural backbone for transparency and speed, while networks of coffee shop owners, community organizations, and DPMPTSP staff provide the relational support necessary for policy uptake and legitimacy.

In this model, local government assumes dual roles: digital administrator ensuring system functionality, and network facilitator nurturing social trust and collaboration. This integration demonstrates that digital policy effectiveness depends not solely on technology but on the interplay between digital rationality and social rationality.

Padang exemplifies a “local digital governance” approach, where modernization of administrative procedures aligns with local social-cultural practices. Values such as mutual aid and community solidarity enhance policy inclusivity and effectiveness. This study suggests that future digital governance initiatives in Indonesia should account for both technical infrastructure and the social networks that sustain it.

CONCLUSION

This study concludes that the implementation of the Business Identification Number (NIB) policy in Padang City’s coffee shop sector exemplifies a hybrid model of digital–collaborative public governance in the digital era. Policy outcomes are shaped not solely by the OSS-RBA digital system as a tool for administrative efficiency, but also by the strength of local social networks and inter-actor collaboration. The digital transformation led by the Padang City Investment and One-Stop Integrated Service Agency (DPMPTSP) has successfully accelerated licensing procedures and enhanced transparency. However, its effectiveness remains contingent upon digital literacy levels, infrastructural readiness, and the quality of social support among entrepreneurs.

Theoretically, the study contributes by integrating two frameworks often considered separately: Digital Era Governance and Network Governance. This

synthesis highlights that digital public policy cannot be disentangled from the social and cultural contexts in which it operates. In Padang, the NIB policy is effective not merely because of the sophistication of the OSS system, but due to embedded social networks that facilitate two-way communication, shared learning, and knowledge exchange among entrepreneurs, coffee communities, and local government.

Practically, the findings suggest three key implications. First, local governments should strengthen community-based digital assistance, such as OSS education forums in partnership with coffee and MSME associations. Second, more responsive policy feedback mechanisms are needed so that OSS functions as a policy learning tool, not just an administrative platform. Third, digital policy design must be adaptable to the diverse capacities of micro-entrepreneurs to avoid new forms of exclusion in the creative economy.

Overall, this study enriches public administration scholarship by demonstrating that the effectiveness of digital governance in developing regions depends on the combination of technological rationality and social embeddedness. Future research could explore the dynamic interactions between digital transformation, social networks, and local culture in policy implementation. Ultimately, digital policies should be understood as socially constructed, iterative processes requiring collaboration, contextual sensitivity, and continuous learning rather than as mere electronic systems.

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