Research Article

Design of Lubuklinggau City Policy: A Review of the Establishment of Local Regulations on the Guidance and Development of Micro and Small Industries

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Abstract.

This research examines the policy formulation process for establishing a regional regulation on the guidance and development of micro and small industries in Lubuklinggau City. This initiative was taken by the Lubuklinggau City government in 2024 to address various challenges in industrial development in the city. Using qualitative methods with data collection techniques through focus group discussions, interviews, observations, and documentation studies, this research focuses on the seven initial stages of the policy formulation process. The results show that the Lubuklinggau City government has implemented a comprehensive approach, including Regulatory Impact Analysis (RIA) in decision making. Findings revealed a change in policy focus to micro and small industries and stakeholder engagement through public consultation. The analysis also revealed plans to establish an industrial center area and develop an integrated information system for the data collection on micro and small industries. The resulting policy design combines aspects of guidance and development, including training programs, mentoring, and strategies for developing industrial infrastructure and resources. Based on these findings, the research recommends further studies that include policy implementation and evaluation stages to understand this policy's long-term impact and effectiveness in supporting the growth of micro and small industries in Lubuklinggau City.

Keywords: industrial development policy formulation, local economic, development, public participation, micro and small industries

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1. Introduction

Micro and small industries are industrial sectors consisting of small-scale companies [1]. Micro and small industries usually operate with a limited number of workers, production capacity that is not as large as large companies, and lower investment levels [2]; [3]. Although operating with limited resources, micro and small industries as part of the manufacturing sector significantly contribute to creating employment and income distribution and have an important role in the economy and resilience to economic crises [4]

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Micro and small industries have been globally recognized as the backbone of the global economy, particularly in developing countries. Despite operating with limited resources, micro and small industries strategically create jobs, equalise income, and contribute significantly to economic growth [5]. This phenomenon is reflected in data from World Bank SME Finance (2022), which shows that micro and small industries contribute up to 40% of the Gross Domestic Product (GDP) and absorb more than 60% of the workforce in developing countries [6]

In Indonesia, the significance of micro and small industries is evident in the dynamics of the national economy. Based on data from Statistics Indonesia (2023), the non-oil and gas processing industry sector, dominated by micro and small industries, contributed 18.34% to the national GDP in 2022, with a growth of 4.89%. Furthermore, the Labor Force Survey (Sakernas) recorded an increase in the number of workers in this sector by 3.47% in August 2022, reaching 19.72 million people. These figures emphasize the role of micro and small industries not only as a buffer for the economy but also as an effective instrument in reducing unemployment and poverty [7]

However, behind this significant contribution, micro and small industries in Indonesia still face various challenges. A study conducted by [5] identified several main obstacles faced by micro and small industries, including limited access to capital, low human resource capacity, difficulties in adopting technology, and barriers to market penetration. These findings are reinforced by research [8] which highlights issues such as weak access to capital, inadequate product standardization and certification, and lack of access to market information as crucial obstacles in the development of micro and small industries.

In the local context, Lubuklinggau City, which has a geostrategic position as a transit city on the middle Sumatra crossing route, holds great potential for developing micro and small industries. Data from the Lubuklinggau City Cooperative and SME Office (2021) recorded 1,799 micro and small industry business units capable of absorbing 14,000 workers. However, the contribution of micro and small industries to the Gross Regional Domestic Product (GRDP) of Lubuklinggau City has only reached 38.46%, far below the government's target of 60% as stated in the Lubuklinggau City Medium-Term Development Plan 2021-2026.

This gap reflects the complexity of the challenges faced by micro and small industries at the local level. One striking indicator is the low utilization rate of bank loans by micro and small industry players. Data from [7] shows that only 23% of micro and small industry

players utilize bank loans. This phenomenon underscores the disparity between the needs of micro and small industries and the available financial services, as revealed by [9] in their study on financial inclusion for micro and small industries in Asia.

Micro and small industrial enterprises generally have relatively small capital. The machinery, equipment and business premises are still mixed with household ownership. As many as 89.07 per cent of micro and small industrial enterprises have entirely their own capital. Only 2.36 per cent have all their capital from other parties, and the remaining 8.57 per cent have a mixed capital composition (own and other parties).

In addition, micro and small industries in Lubuklinggau City also face challenges in marketing and market access. [10] revealed that although Lubuklinggau City has 11 basic sectors dominated by the service sector, the industrial sector is still classified as a developing sector. This situation indicates the urgency of special strategies to optimize the potential of industry, especially micro and small industries, in the city's economic structure.

Micro and small industries are still categorized as informal businesses with low productivity and technology use. However, they have started to have the ability to innovate and develop production technology. However, micro and small industries are still constrained by several classic problems, such as access to capital, marketing, raw materials, guidance/training, and partnerships. Therefore, micro and small industries have been unable to "upgrade" and fill the hollow middle in the national industrial structure, namely as a support for large industries in accelerating Indonesia's economic growth. "Upgrading" refers to the hope of an increase in business scale from micro to small, small to medium, medium to large. Government intervention through various policies is needed to assist micro and small industries in a structured, sustainable and relevant manner according to the needs of micro and small industries.

Facing the complexity of these challenges, the Lubuklinggau City government realizes the importance of appropriate and sustainable policies to create a conducive environment for the growth of micro and small industries. This view is reinforced by [11] which emphasizes the importance of a comprehensive and evidence-based policy formulation process in addressing complex public problems, as well as good coordination between relevant institutions to achieve the expected goals [12]

In this context, the Lubuklinggau City government initiated developing a Regional Regulation on the Guidance and Development of micro and small industries. This initiative aligns with recommendations [13] regarding the urgency of focused and coordinated

policies to support the growth of micro and small industries in developing countries. Furthermore, this approach also reflects the concept of "regulatory governance" proposed by Baldwin & Cave (1999), where regulation is seen as a key instrument in creating a favourable business environment.

The policy formulation process is an important subject to study, given the complexity of the challenges faced by micro and small industries and the need for effective policies. As argued by Fischer & Miller [14]) in-depth policy analysis is required to understand the political, social, and economic dynamics that influence policy outcomes.

Based on this background, this study aims to examine the policy formulation process in the formation of Regional Regulations on the Guidance and Development of Micro and Small Industries in Lubuklinggau City. The analysis will focus on the seven initial stages of the policy formulation process as proposed by Makmur & Thahier [15] including: interpretation of phenomena, preparation of activity agendas, problem formulation, problem identification, problem solving, decision consideration techniques, and policy drafting. Through this study, it is expected to gain a comprehensive understanding of the dynamics of public policy formulation at the local level and contribute to the development of effective strategies for supporting the growth of micro and small industries in Lubuklinggau City.

2. Methods

This research uses qualitative methods [16] to examine and describe Lubuklinggau City's policy design and review the establishment of Regional Regulations on the Guidance and Development of Micro and Small Industries. The research location is Lubuklinggau City, and the units of analysis include public institutions, communities, and business groups directly related to the policy.

The data collection techniques in this study involved several methods. First, Focus Group Discussions (FGDs) were used to extract the widest possible information from various stakeholders. Second, semi-structured interviews were conducted with preprepared question instruments to obtain in-depth information from respondents. Third, observation was used in two forms: direct and indirect observation, which aimed to obtain visual and mental data. Fourth, documentation studies were conducted by reviewing previous reports and documents relevant to this research.

Data management in this qualitative research is carried out continuously, starting from before entering the field, during the field, to after completion in the field. The data analysis process includes several stages. The first stage is data collection from various sources through the techniques described. The second stage is data reduction, which simplifies and focuses the data that has been collected to facilitate further analysis. The third stage is data display, where data is presented in the form of tables, matrices, or diagrams to facilitate understanding and interpretation. The last stage is verification and confirmation of conclusions, which is drawing conclusions based on the data that has been analyzed and verifying them to ensure validity and consistency.

3. Results and Discussion

This research examines the policy formulation process in the formation of Regional Regulations on the Guidance and Development of Micro and Small Industries in Lubuk-linggau City. By referring to the conceptual framework proposed by Makmur and Rohana Thahier in [17], this research focuses on the initial seven stages of the policy formulation process. The analysis was conducted on the following stages: 1). Interpretation of phenomena; 2). Agenda setting; 3). Problem formulation; 4). Problem identification; 5). Problem solving; 6). Decision consideration techniques; and 7). Policy drafting.

The discussion of the results of this study provides an overview of how the Lubuklinggau City government designs policies related to the guidance and development of micro and small industries, starting from the problem identification stage to the preparation of policy concepts. This research does not include the socialization stage of the policy concept and policy legalization, considering that the policy formulation process is still at the stage of drafting the policy concept.

3.1. Phenomenon Interpretation

The phenomenon interpretation stage is the first step in the policy formulation process. At this stage, the Lubuklinggau City government analyzes the conditions and dynamics of micro and small industries in the region. Some of the phenomena that became the main concern were the dominance of micro and small industries in the local economic structure and the lack of business scale improvement from micro to small industries or from small to medium.

In this interpretation process, the local government also considered the strategic position of Lubuklinggau City as a transit city and crossing of the middle Sumatra route. This position is seen as an opportunity for industrial development based on local potential and regional market needs. In addition, analysis of the city's leading sectors, such as services, trade, and transportation, became the basis for consideration in formulating the direction of micro and small industry development that is synergistic with the city's economic base. As well as the need to establish an industrial center area that was previously delayed due to the absence of a strong legal basis and immature planning.

The interpretation of the phenomenon also includes an analysis of the challenges faced by micro and small industries in Lubuklinggau City, such as limited access to capital and markets. This becomes the basis for the local government to design policies that are more targeted and effective in encouraging the growth of the micro and small industry sector.

3.2. Activity Agenda Development

Based on the results of the interpretation of the phenomenon, the next stage is the preparation of the activity agenda. At this stage, the Lubuklinggau City government sets priorities and strategic steps that need to be taken in order to foster and develop micro and small industries. The agenda includes several important aspects, among others:

- a. Development of industrial centers as one of the main objectives of the policy. This is in line with efforts to create an ecosystem conducive to the growth of micro and small industries.
- b. Strengthening the industrial data collection system by the Department of Trade and Industry. This agenda aims to obtain complete and accurate data related to industry in Lubuklinggau City, which will be the basis for formulating more targeted policies and programs.
- c. Development of leading industries that include food, clothing and leather, chemicals and building materials, metals and services, and crafts and general sectors. The determination of these leading sectors is based on local potential and market needs, and is in line with efforts to create synergies with the city's economic base sectors.

- d. Formulation of guidance and development programs, covering aspects of human resource capacity building, facilitation of access to capital, development of technology and innovation, and expansion of market access.
- e. Development of supporting infrastructure in accordance with the needs of micro and small industries, including the provision of business space.
- f. Designing coordination mechanisms between local government agencies and collaboration with the private sector and the community in the implementation of fostering and developing programs for micro and small industries.

3.3. Problem Formulation, Identification, and Solving

The problem formulation stage is a critical step in the policy formulation process, where the Lubuklinggau City government identifies and defines specifically the problems faced by the micro and small industry sector. After the main problems are formulated, the next step is to identify the problems in more depth. At this stage, the Lubuklinggau City government conducted a more detailed analysis of the root causes, impacts, and interrelationships between the identified problems. This in-depth problem identification became the basis for the Lubuklinggau City government to design solutions that were more targeted and effective in overcoming the challenges faced by the micro and small industry sector. Based on the results of comprehensive problem identification, the next stage is problem solving. At this stage, the Lubuklinggau City government formulates various solutions and strategies to overcome the challenges faced by the micro and small industry sector.

Based on the results of the interpretation of phenomena in the formulation of policies on the guidance and development of micro and small industries, the following problem formulation, problem identification, and problem solving are presented in the form of the following table:

The table above shows some of the key issues hindering the development of micro and small industries and the proposed solutions to overcome them. To enhance the development of micro and small industries, a holistic approach is required that includes capacity building, access to finance, careful planning, and a strong legal foundation.

TABLE 1: Problem Formulation, Problem Identification, and Policy Problem Solving.

| Problem Formulation | Problem Identification | Policy Problem Solving |
|---|--|---|
| micro to small or small | Limited production capacity, resources, and business management knowledge | |
| business capitalization (only 23% of micro and | | Improved financial literacy, cooperation with financial institutions for special credit schemes for micro and small industries, and assistance in preparing business proposals. |
| The plan to establish an industrial center area was aborted | The absence of a strong legal basis and careful planning for the industrial center area | establishment of industrial cen- |
| Inadequate data and information on micro and small industries at the Department of Industry and Trade | Unintegrated data col- lection system and lack of regular data updating mechanism | |
| The absence of regional regulations in the industrial sector, especially regarding the guidance and development of micro and small industries | the guidance and development of micro and | Formulation of comprehensive regional regulations on the guidance and development of micro and small industries |
| private sector, and | Lack of forums and joint initiatives for collabora- tion and lack of synergy between stakeholders | Establishment of a forum for collaboration between the government, private sector, and academia, as well as the development of joint initiatives to support the development of micro and small industries |

Source: research analysis results, 2024

3.4. Decision Consideration Technique

In this stage, the Lubuklinggau City government conducts in-depth analysis and consideration of various alternative solutions and strategies that have been formulated, using the Regulatory Impact Analysis (RIA) method as the main technique in decision consideration. This approach is in line with the provisions of Law Number 13 of 2022 on the Second Amendment to Law Number 12 of 2011 on the Formation of Legislation. RIA allows the government to conduct a comprehensive analysis of the implications of

implementing a new system, both in terms of its impact on aspects of people's lives and the state's financial burden.

The RIA process starts with a problem analysis, where the Lubuklinggau City government identifies the specific challenges faced by micro and small industries. This step helps the government to understand the root of the problem, such as regulatory barriers, limited access to capital, markets, industrial estates, and collaboration. With this in-depth understanding, the government can formulate policies that are more targeted and effective in overcoming these barriers.

Next, an objective analysis is conducted to set the goals to be achieved through the proposed policy. Setting specific and measurable objectives allows the Lubuklinggau City government to better evaluate policy performance and ensure efficient resource allocation. The main objective of this Regional Regulation is to improve access to capital, markets, industrial estates, and collaboration for micro and small industries.

Identification of action alternatives is the next step, where the government considers various policy options that can be taken. This approach increases policy flexibility and responsiveness to local conditions and needs. For example, the government may consider providing low-interest loans or developing training programs to improve financial accessibility for micro and small enterprises.

A benefit-cost analysis was then conducted to assess the economic and social impacts of each policy option. This evaluation assists the government in making rational decisions and ensuring that the adopted policy provides maximum added value to the people and economy of Lubuklinggau City. Although a policy has high implementation costs, its long-term benefits for the community and micro and small industries remain a key consideration.

A structured implementation strategy is the key to successful policy implementation. In the context of Lubuklinggau City, this strategy can include the formation of partnerships with a pentahelix pattern, involving the government, the community, the business world, academia, and the media to facilitate the distribution of micro and small industry products to a wider market.

Finally, inclusive public consultations are conducted to increase the legitimacy and acceptance of policies by the community. Through public involvement in the decision-making process, the Lubuklinggau City government can gain insight into the needs and aspirations of the community, as well as identify potential problems or obstacles that may arise during policy implementation. This approach not only improves local

government accountability but also strengthens policy legitimacy in the eyes of the community.

By applying the RIA method thoroughly, the Lubuklinggau City government can ensure that the resulting Local Regulation on Guidance and Development of Micro and Small Industries is not only effective in achieving its objectives, but also responsive to local needs and sustainable in its implementation.

3.5. Policy Drafting

Based on the results of the regulatory impact analysis, the next stage is the preparation of policy concepts. In this stage, the Lubuklinggau City government formulated a draft Regional Regulation on the Guidance and Development of Micro and Small Industries. One important aspect that is highlighted in this policy formulation process is the change in policy title determination. Initially, the draft regulation was titled "Regional Regulation on the Guidance and Development of Micro, Small, and Medium Industries". However, after going through the Presentation Meeting of the Academic Script of the Draft Regional Regulation, there was a change in the title to "Regional Regulation on the Guidance and Development of Micro and Small Industries" based on the results of discussions and considerations related to the scope and focus of the policy to be implemented.

The main consideration underlying the title change was the complexity of the scope of entities covered in the initial draft. During the presentation meeting, it was revealed that the scope covering micro, small and medium industries was considered too broad. This raised concerns of bias in the handling of each entity, given that each industry classification has different characteristics and needs. In addition, there are considerations to adjust to the direction of national policy, especially from the Ministry of Industry, which tends to separate the discussion between micro and small industries and medium industries.

A more specific focus on micro and small industries is also based on field data that shows the dominance of these two sectors in Lubuklinggau City. By focusing policies on micro and small industries, it is expected to more effectively accommodate existing local needs and potential. However, this also raises its own challenges, namely how to design the right strategy to increase the presence of medium industry in the city in the future. Therefore, some important aspects regulated in this policy concept include:

- a. Criteria for micro and small industries: the draft policy establishes clear definitions and criteria for the classification of micro and small industries, tailored to the local context of Lubuklinggau City.
- b. Duties and authorities of local government: the draft policy outlines in detail the duties and authorities of local government in the guidance and development of micro and small industries, covering aspects of program planning, implementation, coordination, and evaluation.
- c. Rights and obligations: the policy sets out the rights and obligations of both local government and micro and small industry actors. This is important to ensure a balance between government support and the responsibilities of business actors.
- d. Licensing: the policy concept regulates simpler and more efficient licensing mechanisms for micro and small industries, with the aim of facilitating business formalization and improving access to various government support programs.
- e. Industrial development: the policy outlines various development programs that will be implemented, including aspects of human resource capacity building, facilitating access to technology and innovation, entrepreneurship development, and increasing product competitiveness.
- f. Industrialization: the policy concept regulates the provision of industrial infrastructure and facilities, including:
 - 1. Industrial Estate
 - 2. Micro and small industrial centers
 - 3. Industrial workshop for micro and small industries
- 4. Provision of infrastructure and facilities for product testing for micro and small industries
- 5. Development of regional industrial information system for micro and small scale industries
- g. Community participation: policies encourage and regulate mechanisms for community participation in the development of micro and small industries, including in terms of monitoring and providing input on program implementation.
- h. Supervision and control: the policy concept establishes a supervision and control mechanism to ensure the effectiveness of program implementation and compliance with applicable regulations.

i. Administrative sanctions: the policy regulates administrative sanctions for violations of established provisions, with the aim of ensuring compliance and preventing practices that are detrimental to the development of micro and small industries.

In the process of drafting this policy, the Lubuklinggau City government also considered harmonization with policies at the national and provincial levels, to ensure consistency and synergy in the implementation of micro and small industry development programs.

After reviewing the first seven stages of the policy formulation process, namely 1). Interpretation of phenomena; 2). Formulation of activity agenda; 3). Problem formulation; 4). Problem identification; 5). Problem-solving; 6). Decision consideration techniques; and 7). Policy drafting. The design of the policy on fostering and developing micro and small industries in Lubuklinggau City is illustrated in the following figure:

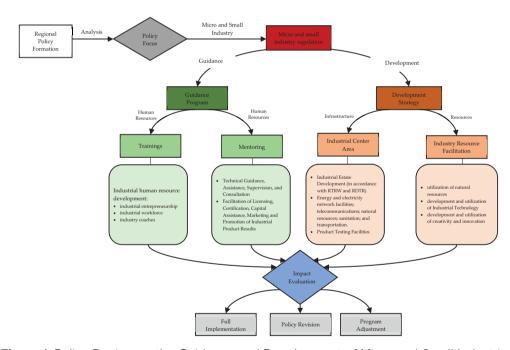


Figure 1: Policy Design on the Guidance and Development of Micro and Small Industries. Source: research analysis results 2024.

The figure above shows the policy design on the Guidance and Development of Micro and Small Industries, which illustrates the process flow from the formation of regional policies to the evaluation of their impact. The process begins with the formation of a regional policy, which is then analyzed to determine its focus. The results of this analysis lead to micro and small industries as the main focus. The policy is then divided into two main aspects: coaching and development.

The coaching aspect includes a coaching program consisting of training and mentoring. Training focuses on developing the industry's human resources, covering both technical and managerial skills enhancement. Mentoring involves various forms of support such as technical guidance, supervision assistance, capital facilitation, and promotion of industrial products.

The development aspect focuses on development strategies that include infrastructure and resources. This involves the development of industrial centre areas and industrial resource facilities. Industrial centre areas aim to develop supporting infrastructure such as roads, electricity, and water, as well as product marketing facilities. Industrial resource facilities include utilization of natural resources, development of industrial technology, improvement of human resource quality, and utilization of creativity and innovation. After the implementation of these programs, an impact evaluation is conducted. The results of this evaluation are then used for three purposes: full implementation of the policy, revision of the policy if needed, and adjustment of the program to improve its effectiveness.

4. Conclusion

Through an analysis of the initial seven stages of the policy formulation process, it was found that the Lubuklinggau City government applied a comprehensive approach in the policy formulation process, including the use of Regulatory Impact Analysis (RIA) in decision making. This process involved changing the focus of the policy from micro, small, and medium industries to only micro and small industries, based on consideration of the complexity of the scope and specific needs of the region. In addition, stakeholder engagement through public consultation became an integral part of the process, increasing the legitimacy and acceptance of the policy.

The results of problem identification in the industrial sector in Lubuklinggau City include the lack of business scale-up, low access to capital, and the absence of specific regulations for the guidance and development of micro and small industries. As a response, the proposed solutions include the development of coaching programs, increased access to finance, the establishment of an industrial centre area, and the development of an integrated information system. The policy concept includes aspects of micro and small industry criteria, duties and authorities of local governments, rights and obligations, licensing, industrial development and implementation, and community participation, as well as supervision and sanctions.

The resulting policy design shows a holistic approach, combining aspects of guidance and development. The coaching aspect includes training and mentoring programs, while the development aspect focuses on infrastructure and resource development strategies, including the development of industrial centres and industrial resource facilities. The design also includes an impact evaluation mechanism to ensure effectiveness and future policy adjustments.

This research provides a comprehensive picture of the public policy formulation process at the local level and its contribution to the development of effective strategies in supporting the growth of micro and small industries in Lubuklinggau City. However, given that this research focuses on the formulation stage, it is recommended to conduct a follow-up study that covers the implementation and evaluation stages of the policy to understand the effectiveness of the policy in practice and identify areas that require adjustment or improvement.

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