

Transformation of Upgrading MSMEs to Implementation Studies

Himlina^{1*}, Sulikah Asmorowati², Erna Setijaningrum³

^{1,2,3}Public Policy, Airlangga University, Surabaya, Indonesia

Email: himlinahadi@gmail.com, sulikah.asmorowati@fisip.unair.ac.id, erna.setijaningrum@fisip.unair.ac.id

Abstract. Micro, Small, and Medium Enterprises (MSMEs) play a vital role in economic growth, job creation, and innovation, both in Indonesia and in other countries such as India. Although MSMEs make a significant contribution to industrial output and employment, this sector still faces challenges such as limited financing, technology adoption, and market access. The government is trying to overcome these obstacles through funding, incentives, and regulatory simplification. Indonesia is recorded as the country with the largest number of MSMEs in ASEAN, with significant contributions to GDP and national workforce absorption. This study highlights efforts to strengthen MSMEs in Banyuwangi Regency through the "MSME Naik Kelas" program. With an economic structure that is still dominated by micro businesses, Banyuwangi focuses on strengthening access to capital, training, digitalization, and market expansion. This study uses a qualitative approach with literature study and case study methods. The policy implementation approach refers to the Edward III model which includes transmission, clarity, and consistency. The Banyuwangi government implements programs such as "Warung Naik Kelas (WeNak)" and "Jagoan Banyuwangi" to accelerate the development of MSMEs. The findings show that the effectiveness of communication, clarity of instructions, and consistency of implementation greatly determine the success of MSME transformation. In addition, support from regional regulations and a continuous monitoring system strengthen the effectiveness of the program. In conclusion, the success of MSME development in Banyuwangi does not only depend on the right policies, but also on adaptive communication strategies and the active involvement of business actors. This comprehensive support allows MSMEs to increase their competitiveness and contribute more to the regional economy

Keywords: MSMEs; Transformation; Policy Implementation; Communication

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INTRODUCTION

MSMEs (Micro, Small and Medium Enterprises) play a very important role in the economy, employment and innovation in many countries, including Indonesia and India. MSMEs contribute significantly to industrial production, employment and exports. In India, for example, they contribute 40% of the workforce and 45% of manufacturing output.(Hebbar, 2016). In addition, MSMEs drive innovation and competition, which are essential for economic dynamics. However, they face challenges such as limited access to financing, difficulty in adopting new technologies, barriers to accessing wider markets, and complex regulations.(Pramono, 2020). To that end, the government provides support in the form of funding, tax incentives, grants, and policies that simplify procedures to encourage the growth of MSMEs.(Chand et al., 2025). The role of MSMEs is also important in sustainable development, as they help reduce regional disparities and adopt environmentally friendly practices.(Erwin et al., 2023). Targeted support and effective policies are

essential to ensure the growth and sustainability of MSMEs, which act as the backbone of the economy.(Zaid et al., 2022).

Based on the ASEAN Investment Report released in September 2022, Indonesia is recorded as the country with the largest number of micro, small, and medium enterprises (MSMEs) in the ASEAN region. In 2021, the number of MSMEs in Indonesia reached around 65.46 million units, this number far exceeds neighboring countries as shown in the graph. MSMEs in Indonesia in the same year also recorded a significant contribution, namely absorbing 97% of the workforce, contributing 60.3% to Gross Domestic Product (GDP), and contributing 14.4% to national exports. The percentage of labor absorption by Indonesian MSMEs is the highest in ASEAN, considering that in other countries the range is only between 35% and 85%. However, in terms of performance, Indonesian MSMEs still lag behind Myanmar, where the country's MSMEs are able to contribute 69.3% to national GDP. In the export sector, Indonesian MSMEs are also still lagging behind Singapore with a contribution of 38.3%, Thailand 28.7%, Myanmar 23.7%, and Vietnam 18.7%. In response to this, the Indonesian government is currently intensifying efforts to improve MSME performance, one of which is through a digitalization strategy.(Databook, 2022)

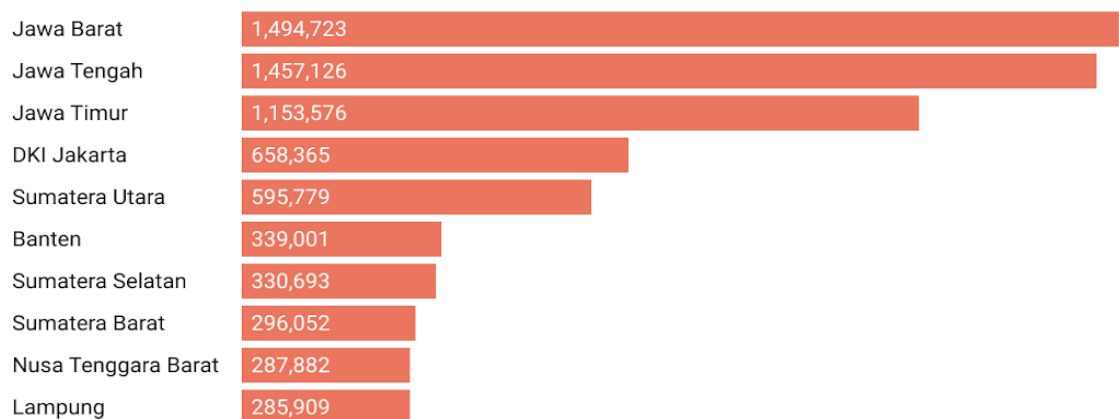


Figure 1. Number of MSMEs in Indonesia 2022

Source: UMKM.ID

The graph shows the number of micro, small, and medium enterprises (MSMEs) in the ten provinces in Indonesia with the largest number. West Java is in the top position with 1,494,723 MSMEs, followed by Central Java with 1,457,126 MSMEs, and East Java with 1,153,576 MSMEs. DKI Jakarta is in fourth place with 658,365 MSMEs, followed by North Sumatra with 595,779 MSMEs. Furthermore, Banten recorded 339,001 MSMEs, followed by South Sumatra with 330,693 MSMEs, West Sumatra with 296,052 MSMEs, West Nusa Tenggara with 287,882 MSMEs, and Lampung with 285,909 MSMEs. From this graph, it can be seen that the dominance

of the number of MSMEs is on the island of Java, especially the three large provinces, namely West Java, Central Java, and East Java, which have much higher numbers than other provinces.

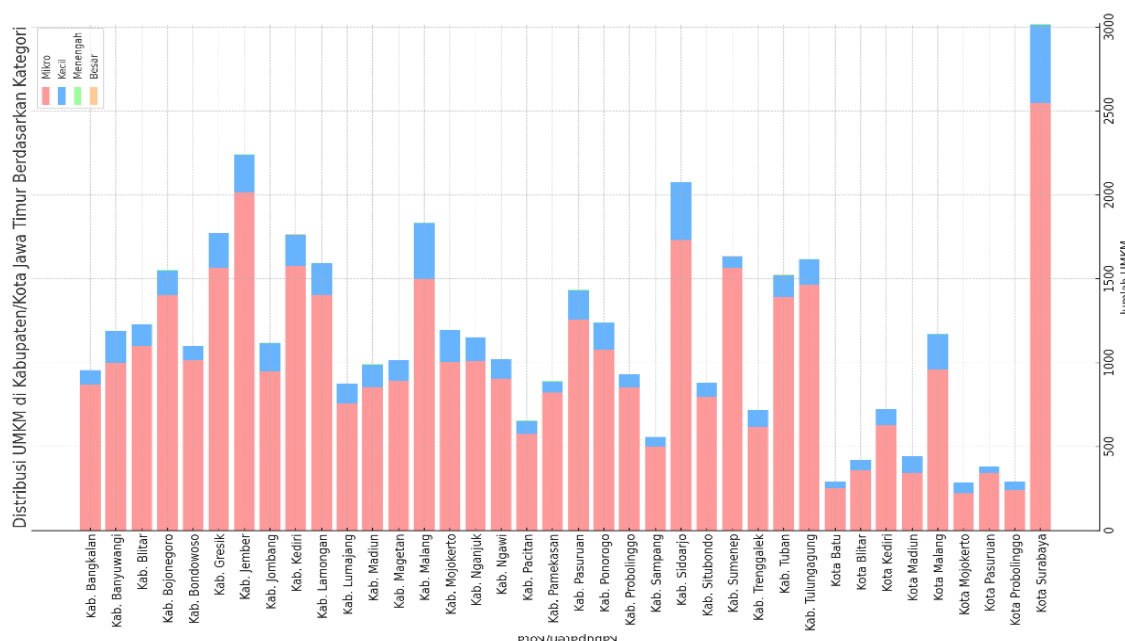


Figure 2. Number of MSMEs in East Java Province
Source: Diskop UKM, Data Processed 2022

The graph shows the distribution of Micro, Small, Medium, and Large Enterprises (MSMEs) in various districts and cities in East Java. In general, micro businesses dominate in almost all regions. If focused on Banyuwangi Regency, it can be seen that the number of micro businesses is very high, reaching 1,000 units, while small businesses number 191 units and medium businesses only 1 unit. There are no large businesses recorded in Banyuwangi. This condition shows that the economic structure in Banyuwangi is still dominated by small and micro businesses, with the role of medium businesses being very limited. With this composition, efforts to develop the MSME sector in Banyuwangi, especially through digitalization and strengthening market access, are very important to increase the contribution of MSMEs to local economic growth.(East Java UKM Cooperative, 2022)

The urgency of MSMEs (Micro, Small and Medium Enterprises) according to(Wicaksana et al., 2024;Garg & Agarwal, 2017)plays a crucial role in economic growth, job creation, and innovation, both in Indonesia and in other countries. In Indonesia, especially in Banyuwangi Regency, MSMEs are one of the main pillars of the local economy. The existence of MSMEs of various types, ranging from the agricultural sector, crafts, to culinary, not only makes a significant contribution to the gross regional domestic product (GRDP), but also creates many jobs for the local community. In addition, according to(Hebbar, 2016)MSMEs also play a role as a driver of

innovation and healthy competition, which is very necessary to maintain the dynamics of the regional economy. By continuing to encourage them to innovate, both in products and business processes, MSMEs in Banyuwangi can make a greater contribution to the export sector, thereby strengthening the Indonesian economy as a whole.

In the context of Banyuwangi Regency, the "Naik Kelas" program for MSMEs is very relevant. Through the efforts of the local government, MSMEs in Banyuwangi are given various forms of assistance and facilities aimed at strengthening their capacity, such as access to capital, skills training, and product marketing facilities both locally and nationally. This is in line with the spirit of elevating MSMEs so that they can "move up a class," improve the quality of their products, and compete in a wider market, even at the global level. However, it is undeniable that MSMEs in Banyuwangi also face various challenges, such as limited access to financing, lack of ability to adopt modern technology, and obstacles in expanding the market. Therefore, there needs to be more targeted support from the government and the private sector to overcome these obstacles. With the right policies, both in terms of providing incentives, training, and improving infrastructure, MSMEs in Banyuwangi can grow more rapidly and achieve long-term sustainability.

In the framework of implementing this policy, the Banyuwangi Regency Government uses Edward III's theoretical approach in (Jumroh, 2021) which emphasizes the importance of three main factors: transmission, clarity, and consistency. Through programs such as Warung Naik Kelas (WeNak) and Jagoan Banyuwangi, the government is trying to convey policy information widely using various communication channels, ranging from digital media, face-to-face training, to direct assistance in the field. This strategy is designed to ensure that information related to opportunities, assistance mechanisms, and stages of business development can be widely accessed by MSME actors, including those in remote areas. (Fadilla & Marliza, 2022). The clarity aspect is also an important concern. The local government provides detailed technical instructions in the implementation of the WeNak program, including guidelines for the use of funds, and compiles training modules in the Jagoan Banyuwangi program. The goal is for business actors to not only understand the purpose of the assistance, but also be able to implement concrete strategic steps to develop their businesses sustainably. (Zaenal Aripin et al., 2024). This clarity is an important bridge between policy formulation and achievement of results at the business actor level. (Wicaksana et al., 2024)

Furthermore, consistency in program implementation is the foundation for ensuring the success of the UMKM Naik Kelas program. (Khairani et al., 2023). The Banyuwangi Regency

Government routinely carries out monitoring, evaluation, and policy updates based on findings in the field.(Chikmawati & Hayati, 2018). By maintaining program consistency and providing ongoing support, MSMEs have the opportunity to grow in a supportive and adaptive ecosystem. The integration of effective delivery, clarity of information, and consistency of implementation is the main key in encouraging MSMEs in Banyuwangi to move up a class, expand market access, improve product quality, and contribute more to regional economic growth.

METHODS

Qualitative research methods that combine literature reviews with case studies are effective tools for understanding complex phenomena in context.(Casasempere-Satorres & Vercher-Ferrándiz, 2020). The literature review in this study involves an analysis of existing research to identify gaps, develop a theoretical framework, and formulate research questions. This process occurs iteratively throughout the study, from the initial formulation of the problem to theoretical dialogue.(de Vries, 2020). Meanwhile, case studies allow researchers to explore real situations in depth, providing rich contextual insights. The main steps in a case study include selecting a case to study, collecting data through multiple sources, analyzing the data to find patterns, and reporting the results in a structured manner.(Khan, 2022). The main strengths of this method are that it provides in-depth, context-rich insights and flexibility in the use of different methods. However, challenges include the complexity of designing good case studies and issues of data validity and reliability. Nevertheless, this approach is very useful in developing theory, evaluating programs and designing interventions, and can make significant contributions to a variety of disciplines.

RESULTS AND DISCUSSION

The following are the results and discussion of three communication concepts from Edwards III in (Jumroh, 2021) to be reviewed further regarding the UMKM upgrade in Banyuwangi Regency. The explanation is as follows:

1. Transmission of Policy Information

In the context of implementing MSME development policies in Banyuwangi Regency, the delivery dimension shows how information is channeled to business actors. The local government utilizes various media and programs to reach targets, such as the Warung Naik Kelas (WeNak) program which targets underprivileged families with business capital support, and the Jagoan Banyuwangi program which focuses on coaching young people in the agricultural, entrepreneurship, and digitalization sectors. Through these two programs, the communication channels used are not only one-way, but also involve direct dialogue and coaching to increase

the involvement of MSME actors. On the other hand, the effectiveness of this information delivery needs to be evaluated periodically, considering that there are challenges in reaching MSMEs in rural areas that still have limited internet access or digital literacy. Diverse communication strategies are key to ensuring that all business actors receive equal information, both online and offline.

Accessibility of policy information is also an important concern in the Banyuwangi Regency Government's communication strategy. To reach MSMEs who are less familiar with technology or are in remote areas, the government collaborates with village officials and field facilitators to conduct direct visits and counseling. This ensures that no MSME group is left behind in getting program information. In addition, the involvement of MSMEs in the communication process is not one-way. The local government actively opens up dialogue spaces in the form of discussion forums, training, and coaching sessions to listen to aspirations and provide feedback. This interaction strengthens participation and encourages a sense of ownership of MSMEs towards the programs being run. In terms of evaluating target achievement, the WeNak program has proven successful in reaching MSMEs from underprivileged families who need capital support, while Jagoan Banyuwangi has succeeded in involving potential young people in the agriculture, entrepreneurship, and digitalization sectors. This achievement shows that the strategy of delivering information through a combination of media and a personal approach is able to reach the target targets that have been formulated in the policy, while strengthening the effectiveness of the implementation of the MSME development program as a whole.

In an effort to develop MSMEs in Banyuwangi Regency, the aspect of delivering policy information has been attempted through various communication channels, both digital, mass media, and face-to-face interactions. The local government utilizes social media, official websites, online applications, and community forums to expand the reach of information to MSME actors. In addition, direct meetings and intensive coaching are still carried out, especially to reach MSME actors in areas with minimal access to technology. Accessibility of information is quite good because of adaptive efforts, such as direct counseling to remote villages, thus ensuring that target groups, including underprivileged families and the younger generation, can receive clear and complete information. The active involvement of MSME actors through dialogue, training, and mentoring is key to strengthening the effectiveness of delivering this policy (Romdani, 2021). Evaluation of target achievement shows that programs such as WeNak and Jagoan Banyuwangi have succeeded in reaching the right target groups. With an inclusive and layered communication approach, the delivery of policy information in Banyuwangi is considered capable of building an

effective bridge between the government and MSMEs in encouraging the growth and transformation of their businesses.

2. Clarity of Policy Information

Clarity is a crucial aspect in ensuring that every policy can be understood and implemented effectively by beneficiaries. In the implementation of the WeNak program, for example, the government provides technical instructions regarding the use of aid funds so that their use is right on target. Meanwhile, in Jagoan Banyuwangi, training modules and mentoring sessions are provided to help participants understand concrete steps in pioneering and developing their businesses. This shows that clarity of information is an important instrument in bridging the gap between policy formulation and real action in the field.

However, some MSME actors still have difficulty in understanding the technical substance such as program submission procedures, accountable use of funds, and administrative requirements for upgrading, especially for those with low educational backgrounds. Therefore, face-to-face mentoring sessions are an important complement to translating complex information into practical steps in the field. Clarity of information is also supported by national policies, such as through the Regulation of the Minister of Cooperatives and SMEs No. 2 of 2022 concerning the Development of Upgraded MSMEs, which defines the criteria for upgraded MSMEs based on indicators of turnover, assets, number of employees, and access to financing. Nationally, the development of upgraded MSMEs currently has a main legal basis, including:

1. Law No. 20 of 2008 concerning MSMEs
2. Regulation of the Minister of Cooperatives and SMEs No. 2 of 2022 concerning the Development of Upgrading MSMEs
3. Presidential Regulation No. 17 of 2023 concerning the Acceleration of Digital Transformation and MSME Entrepreneurship

This regulation encourages local governments to formulate data-driven policies, including encouraging MSMEs to enter the digital ecosystem, halal certification, exports, and partnerships with large corporations. At the regional level, Banyuwangi Regency has had derivative policies that support MSMEs to move up a class, including:

1. Banyuwangi Regency Regional Regulation No. 6 of 2015 concerning Empowerment and Protection of MSMEs, which emphasizes capital support, training, and market facilitation for MSMEs.

2. Banyuwangi Regent Regulation No. 27 of 2022 concerning the Warung Naik Kelas (WeNak) Program, which is the legal basis for the capital support and coaching program for underprivileged families.

The existence of this regulation shows Banyuwangi's serious commitment to integrating MSME programs with formal schemes, including connecting local MSMEs to the tourism sector, creative industries, and modern agriculture. Banyuwangi Regent Regulation Number 27 of 2022 is an amendment to Regent Regulation Number 59 of 2021 concerning Regional Innovation of Banyuwangi Regency. This regulation was issued to improve the previous policy in order to strengthen regional innovation governance that is more adaptive, responsive, and sustainable. Basically, regional innovation is defined as all forms of renewal in the implementation of regional government, both in the form of policies, programs, public services, to internal governance, which aim to improve government performance and community welfare. Through this change, the Banyuwangi Regency Government adjusts the innovation implementation mechanism to be more in sync with national provisions, especially by encouraging the active participation of regional apparatuses, BUMDs, and the community in creating innovation. The changes also include strengthening the innovation evaluation system, incentives for successful innovation, and integrating innovation into regional development planning. Thus, this regulation becomes an important foundation for Banyuwangi to maintain its position as one of the most innovative regions in Indonesia and to ensure that the innovations produced truly have an impact on public services and increasing regional competitiveness.

Clarity of policy information is a crucial aspect in the implementation process, because it determines the extent to which beneficiaries understand the content, objectives, and concrete steps of the program being implemented. In the context of Banyuwangi Regency, efforts to clarify policy information can be seen through programs such as Warung Naik Kelas (WeNak) and Jagoan Banyuwangi. These two programs do not only announce assistance or opportunities, but also include technical instructions and practice guides that guide MSME actors in detail. In the WeNak program, the local government not only distributes business capital assistance, but also includes guidelines for utilizing funds so that they can be used effectively for business development. Likewise, in the Jagoan Banyuwangi program, participants are given access to mentoring sessions, structured training, and learning modules that explain the stages in building a business. This proves that clarity of information is key to reducing ambiguity and increasing the capacity of MSME actors to move independently and in a directed manner.



Figure 3. Image of the Banyuwangi Regency Class Up UMKM Guidelines

Source: Banyuwangi Portal, Accessed April 28, 2025

Furthermore, the clarity of information in the implementation of policies in Banyuwangi reflects the understanding that empowering MSMEs is not enough only through financial assistance, but also through systematic education and mentoring. Information that is conveyed clearly contributes to increasing the competence, competitiveness, and sustainability of micro and small businesses in the region. With this clarity, not only are policy targets achieved, but also an MSME ecosystem is created that is more adaptive to market and technological developments. Thus, it can be understood that the practice of clarity of information in Banyuwangi MSME policies emphasizes the importance of effective communication between the government and the community. This clarity accelerates the implementation process, minimizes the risk of misinterpretation, and strengthens public trust in government programs. Therefore, clarity of information is not only a technical instrument, but also a substantive strategy to ensure that MSME development policies are truly effective and succeed in achieving their goals.

3. Consistency in Program Implementation

Consistency is the main indicator in maintaining the stability and credibility of the designed policy program. The Banyuwangi Regency Government shows its commitment to the continuity of the MSME program by carrying out activities periodically and conducting periodic evaluations. The WeNak and Jagoan Banyuwangi programs are not only implemented once, but have become a routine agenda that is strengthened by a monitoring system to ensure its effectiveness and sustainability. This consistency also encourages MSME actors to continue to actively participate

and build trust in the local government as the main facilitator in the development of micro and small businesses.

One of the main strengths of the implementation of the MSME program in Banyuwangi is the consistency of the local government in running the program continuously. The WeNak program does not stop at the stage of providing capital, but is continued with intensive mentoring, monitoring the use of funds, and evaluation of the development of participants' businesses. Likewise, Jagoan Banyuwangi consistently holds annual selection and training to recruit young innovators. This consistency is in line with the principles stated in national regulations such as Law No. 20 of 2008 concerning Micro, Small, and Medium Enterprises, which mandates the importance of continuity in empowering MSMEs so that they can move up from micro to small, from small to medium, and so on. Banyuwangi also strengthens its implementation through regional regulations.

The Warung Naik Kelas (WeNak) and Jagoan Banyuwangi programs are implemented routinely and sustainably. The Banyuwangi Regency Government does not stop at the program launch stage, but also periodically holds training, mentoring, and review activities on the development of MSME actors. Evaluations are carried out every certain period to identify achievements, challenges, and new needs, so that adaptive follow-up actions to changing situations are possible. The long-term commitment of the regional government is seen through the strengthening of the MSME ecosystem, such as opening access to further financing, providing a digital market, and collaborating with the private sector and financial institutions. In addition, the government integrates the MSME program into the regional development plan (RPJMD) to ensure the sustainability of support in terms of regulations, resources, and supporting infrastructure for small and medium enterprises.

Consistency in program implementation has proven to be very influential on the growth of MSMEs. With a sustainable approach, MSMEs have the opportunity to continue to develop their business capacity gradually. This consistency also fosters trust among business actors towards the local government, thus encouraging active participation and innovation from MSMEs in creating more competitive products and services. The Banyuwangi Regency Government has implemented a data-based monitoring and evaluation system to maintain the quality of program implementation. This system includes collecting MSME achievement data, surveying program participant satisfaction, and analyzing the effectiveness of the assistance provided. The monitoring results are used to improve program design, strengthen successful interventions, and adjust policies to real needs in the field. With this evaluation mechanism, the consistency and

sustainability of the program can be more assured, and the positive impact on MSME growth can continue to be strengthened.

The implementation of the WeNak and Jagoan Banyuwangi programs shows consistency that is very important in ensuring the sustainability and effectiveness of policies for the development of MSMEs in Banyuwangi Regency. These programs are not only implemented at one time, but have a periodic and continuous implementation schedule. The local government conducts regular evaluations to ensure that program objectives are achieved, with systematic follow-up and improvements made based on the evaluation results. This provides assurance that MSME actors receive ongoing support and can follow program developments from time to time.



Figure 4. Program Implementation Consistency Flowchart

Source: Data Processed by Author, 2025

Consistency in program implementation is a fundamental element in the success of the UMKM development policy in Banyuwangi Regency. The implementation of programs periodically, such as WeNak and Jagoan Banyuwangi, reflects the commitment of the local government in maintaining the continuity of community economic empowerment efforts. This consistency is not only seen from the regular implementation schedule, but also from the existence of a structured evaluation, mentoring, and follow-up process.(Satibi et al., 2023). When consistency is maintained, a strong foundation is created for the sustainability of the program. This sustainability indicates that the program is not a one-time event, but can run in the long term with the support of resources, strategic partnerships, and the ability to adapt to the dynamics of MSME needs.(Sutrisno, 2020). The sustainability of the program supported by an effective monitoring and evaluation system is able to provide assurance that the desired results are truly achieved and utilized by the policy targets.(Wicaksana et al., 2024). Ultimately, the consistency and sustainability of the program synergistically contribute greatly to the growth of MSMEs. Business actors not only receive initial assistance, but also experience increased capacity, market access, and overall business competitiveness. This strengthens the position of MSMEs as drivers of the local economy and accelerates the process of moving up from micro to small and medium scale. Thus, the relationship between consistency, program sustainability, and MSME

growth becomes a series of policies that strengthen each other and must continue to be maintained in every stage of its implementation.

Ongoing government support, such as the provision of additional funds, advanced training, and other coaching facilities, ensures that MSMEs that have developed continue to receive attention and opportunities to continue to advance. With this long-term support, MSME actors feel more stable and confident in developing their businesses. Consistency in program implementation also plays a major role in increasing MSME actors' trust in the government as a reliable facilitator, which ultimately encourages them to be more actively involved in these programs. In addition, the monitoring and evaluation system implemented by the government plays a major role in maintaining the consistency of program implementation. With regular monitoring, the government can adjust the strategies or steps needed to overcome challenges that may arise during program implementation. Through this system, programs are not only evaluated to assess whether they are running according to plan, but also to ensure that the desired results are achieved optimally. Therefore, consistency in implementation and structured evaluation plays a key role in the success of these programs in improving the quality and competitiveness of MSMEs in Banyuwangi.

CONCLUSIONS

Through the results and discussion, it can be understood that the success of implementation is highly dependent on four main variables: communication (transmission), resources, disposition/attitude, and bureaucratic structure. In the context of MSME development in Banyuwangi Regency, the communication aspect is seen through various channels of delivering policy information such as the WeNak and Jagoan Banyuwangi programs, which ensure that information about the program is delivered directly to the target, namely MSME actors. This delivery is not only in the form of one-way information, but also in the form of dialogue, training, and mentoring, which reflects the importance of two-way communication in implementation. In terms of clarity, policies are designed with clear technical guidelines, such as guidelines for the use of funds in the WeNak program and mentoring sessions in the Jagoan Banyuwangi program. This is in line with Edward III's theory that policies must be translated simply and understood by implementers at the lower level so that policy objectives can be achieved. Meanwhile, in terms of consistency, Banyuwangi has shown success in maintaining program stability and continuity through routine implementation, monitoring, and evaluation. This strengthens the elements of bureaucratic structure and the attitude of the implementer in Edward's theory, where continuity, persistence, and the monitoring system play a vital role in

maintaining the accuracy of policy implementation. With this consistency, public trust in local governments increases, while strengthening the active participation of MSME actors in encouraging their business to rise in class.

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