

THE POLICY EVALUATION OF MICRO, SMALL, AND MEDIUM ENTERPRISES IN IMPROVING THE CREATIVE ECONOMY IN THE FORMER DOLLY LOCALIZATION AREA OF SURABAYA

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ABSTRACT

In accordance with the policy of the Surabaya City Government, with the closure of the Dolly Localization place, then it becomes the location a Creative MSMEs Village in order to increase the Creative Economy with various types of MSMEs production which is considered to play a role in growing the Creative Economy in the former Dolly Localization. The statement of the problem of this research is "How to evaluate the policy of Micro, Small, and Medium Enterprises (MSMEs) in increasing the creative economy in the former localization of Dolly Surabaya?" and "What are the supporting and inhibiting factors of Micro, Small and Medium Enterprises (MSMEs) in increasing the creative economy in the former Dolly localization area?". This study uses the type of descriptive qualitative research. The results of this study are linked to William N. Dunn's policy evaluation theory that Effectiveness, Efficiency, Adequacy, Responsiveness, Accuracy has gone well in both output and outcome, but in leveling, there must be an increase because of the injustice that occurs in the provision of MSMEs facilities. The supporting factors according to Mandiri MSMEs are Human Resources Aspects, Marketing Aspects, Business Climate Aspects, while the inhibiting factors are Capital Aspects, Facilities and Infrastructure Aspects which are not evenly felt by all MSMEs actors.

Keywords: Policy Evaluation, MSMEs, Supporting and Inhibiting Factors

I. INTRODUCTION

The country of Indonesia is one of the developing countries with the total population in 2018 according to the data from the Directorate General of Dukcapil Quarter II 2018 reached 263.9 million people (Kompas, 2020). From the total population, it was unfortunate that the Micro, Small, and Medium Enterprises (MSMEs) in Indonesia in 2018 were only 64,199,606. It can be viewed from the number of Formeristing MSMEs that Indonesia is still lacking in the development of MSMEs, especially in the efforts to improve the creative economy. The development of MSMEs in developing countries is also inhibited by the many obstacles and difficulties that Formerist. The obstacles and the difficulties will vary from one region to another, this is also influenced by the location of the region, the potential of the area, the capital of MSMEs, the difficulties in marketing, the distribution and the procurement of main raw materials from MSME actors,, the quality of Human Resources (HR) which are not yet qualified, and also the financial capital needed by MSME actors in their beginning. Based on Surabaya city which has a total population of 3.09 million in 2018 (Dinas Koperasi dan UKM Provinsi Jawa Timur, 2018), MSMEs in Surabaya reached 385,054 (Liputan6 Surabaya, 2020) which means it is less than half of the total number of residents in Surabaya.

In accordance with the Regional Regulation of East Java Province Number 6 of 2011 concerning Empowerment of Micro, Small and Medium Enterprises; article 6 is as follows:

1. Criteria for Micro Enterprises are as follows:
 - a. Have a net worth of not more than Rp.50,000,000.00 (fifty million rupiahs)

- b. Has an annual sales value of not more than Rp. 300,000,000.00 (three hundred million rupiahs)
2. Criteria for Small Businesses are as follows:
- a. Have a net worth of more than Rp. 50,000,000 (fifty million rupiahs) up to a maximum of Rp. 500,000,000.00 (five hundred million rupiahs) Formercluding land and buildings for business premises
 - b. Have annual sales of more than Rp. 300,000,000.00 (three hundred million rupiahs) up to a maximum of Rp. 2,500,000,000.00 (two billion five hundred million rupiahs)
3. Criteria for Medium Businesses are as follows:
- a. Have a net worth of more than Rp. 500,000,000.00 (five hundred million rupiahs) up to a maximum of Rp. 10,000,000,000.00 (ten billion rupiahs) Formercluding land, buildings and business premises
 - b. Have annual sales of more than Rp. 2,500,000 (two billion five hundred million rupiahs) up to a maximum of Rp. 50,000,000,000.00 (fifty billion rupiahs)

The social problem that Formerists in Dolly is the stigma attached to the society and the area itself. The Dolly area was known as a prostitution area which had caused restlessness toward the people of Surabaya. During the operation of the prostitution localization of Dolly, the environment in society is not conducive, such as the environment becomes damaged with a bad image as a place for the localization of human trafficking in the "Commercial SFormer Trade". The society is treated to an atmosphere of trafficking, selling/consuming alcohol, women with minimal clothing, selling illegal drugs and so on. It influences people around the area to join in drinking alcohol, trying drugs, and so on. From the socio-cultural aspect, the localization of prostitution does not match with Indonesian local wisdom. This is what lies behind the Surabaya City Government and Sawahan District to remodel the lives of the residents of the former localization of Dolly to change the nightlife into positive activities, one of which is the socialization of MSMEs which is none other than to advance the creative economy in the former Dolly Localization area. According to the Regional Regulation of the Province of East Java Number 6 of 2011 concerning Empowerment of Micro, Small, and Medium Enterprises, with the guidelines of this Law Regulation that gives the initiative to the Former Dolly Localization Area which becomes as a place for MSMEs in order to create the change of the Creative Economy. Yet, another problem occurs in the Former Dolly Localization area which all areas are affected by the demolition of the localization area but only a few MSMEs get assistance such as equipment facilities, production sites to marketing, while other MSMEs also want the support from the Surabaya City Government but they has established MSMEs independently in both tools and marketing without interference from the Surabaya City Government, including at the production site where as a residence and producing products for MSME players, thus it causes obstacles to the development of independent MSMEs in establishing their business licenses. This is because basically the place of production and residence cannot be one of the license requirements in the Trading Business License. Even though there are differences in the MSMEs sides, both from the financial capital from the Surabaya City Government and from the Mandiri MSMEs, it can improve the creative economy in the former Dolly Localization area.

Apart from contributing to the economic aspect, the creative industry also has a role to play in contributing to other socio-economic conditions. For Formerample, for the social aspect, it affects the improvement of the quality of life and the social tolerance of the community, while for the cultural one, it can be through the love for local products from society, even enhancing the image, identity and culture of a nation. But in reality, the MSME

actors who want to develop better economy in the Former Dolly Localization often find the obstacles from the financial capital such as when there are many orders from the customers, it is very unfortunate that there is no special cooperative in the Former Dolly Localization area there is no special cooperative to fulfil the financial capital of the MSME actors. With the cooperation and the support of university students, www.kesurabaya.com, one of the Cak Surabaya in 2007, MSMEs still feel supported both in marketing and certain events. Various complFormer problems to the formation of MSMEs in the Creative Economy in the Former Dolly Localization Area of Surabaya which make the researcher choose to evaluate the improvement of Creative Economy through the MSMEs in the Former Dolly Localization Area, therefore this researcher opts the title "The Policy Evaluation of Micro, Small, and Medium Enterprises (MSMEs) in Improving the Creative Economy in the Former Dolly Localization Area of Surabaya".

II. THEORETICAL

According to Dunn (1999) in Nugroho (2014: 670-671), Formerplaining the term evaluation can be equated with appraisal, presenting a number (rating), and Formerplaining (rating). The evaluation is concerned with the production of information regarding the value or benefits of the policy results. It provides the information that is valid and unable to assess the performance of policies, namely the Formertent of needs, values, and opportunities which have been achieved by public action; it contributes to the clarification and criticism of the values underlying the choice of goals and targets; and it also contributes to the application of other policy analysis methods including the statements of the problem and the recommendations. Therefore based on the whole policy process, the policy evaluation is more concerned with the performance of policies, especially on the implementation of public policies. Evaluation on "formulation" is carried out on the post-action side, which is more on the "process" of policy formulation, which usually "only" assesses whether the process is in accordance with the approved procedures. In general, Dunn describes the criteria for public policy evaluation as follows:

Criteria Types	Questions	Illustration
Effectiveness	Have the desired results been achieved?	Service unit
Efficiency	How much effort is required to achieve the desired results?	Unit cost, net benefit, cost-benefit ratio
Adequacy	To what Formertent does achieving the desired result solve the problem?	Fixed costs, fixed effectiveness
Leveling	Are the costs of benefits evenly distributed among different groups?	Pareto criterion, Kaldor criterion, - Hicks, Rawls criterio
Responsiveness	Do the results of the policy satisfy the needs, preferences, or values of certain groups?	Consistency with citizen surveys
Accuracy	Is the desired result (goal) really useful or valuable?	Public programs must be equitable and efficient

Source: Dunn (1999) in Nugroho (2020: 671)

III.METHODS

This research uses a qualitative descriptive from the researcher, which looks for data and conducts interviews with the informants from the Dolly Saiki (DS) Point, the Chairperson and the Initiator of the Putat Jaya MSMEs of the Former Dolly Localization, as well as several MSMEs in the Former Dolly Localization Area. The researcher also conducted documentation to strengthen MHM research in the Former Dolly Localization Area. The location of this research is Dolly Saiki (DS) Point, the Chairman of the Putat Jaya MSMEs, Former Dolly Localization, as well as several MSME players in the Former Dolly Localization area. In this study, the researcher was interested because they examined deeper about MSMEs in the Former Dolly Localization Area in improving the Creative Economy. By using data sources, namely Primary Data; the study gathered the data from the Guidance of Dolly Saiki (DS), the Chairman of the Putat Jaya MSMEs Former Dolly Localization Area, as well as several MSME actors in the Former Dolly Localization Area, and Secondary Data, the researcher gained the data from several previous articles of journals that had conducted the research at the location of MSMEs in the Former Dolly Localization Area as well as in previous studies with objects outside the MSMEs in the Former Dolly Localization Area, and the formeristence of documents in the form of object descriptions. The data collection technique used by the researcher was direct interviews with the informants in this study, namely the Guidance of Dolly Saiki (DS). Some of the sources were obtained from the Head of the Putat Jaya MSMEs Former Localization Dolly, as well as some customers in the Putat Jaya MSMEs and this documentation in the form of photographs during field work becomes the evidence to support this study. The data analysis technique carried out by the researcher was in the form of data derived from interviews with the Dolly Saiki (DS) Point Guard and interview with the Chairman of the MSMEs in the Former Dolly Localization Area, as well as several MSMEs actors in the Former Dolly Localization Area which were further analyzed based on the theory that becomes the focus of this study; William N. Dunn's theory of the Evaluation of Policy which consists of: First, Effectiveness; Second, Efficiency; Third, Adequacy; Fourth, Leveling; Fifth, Responsiveness; Sixth, Accuracy. After combining the results of the interview and entering data based on these variables, the researcher was able to analyze the data. The focus of this study uses Willian N. Dunn's Policy Evaluation Theory and also Supporting and Inhibiting Factors of Micro, Small, and Medium Enterprises (MSMEs) in Improving the Creative Economy in the Former Dolly Localization Area in Surabaya.

IV. RESULTS DISCUSSION

The Policy Evaluation

First, from the Effectiveness, in the policy evaluation of the East Java Province Regional Regulation Number 6 of 2011 concerning the Empowerment of Micro, Small, and Medium Enterprises, it is in accordance with the outputs and outcomes that have been felt by all residents of the Former Dolly Localization Area as to improve the creative economy with various types of MSMEs have led to how successful they have been in the Evaluation of Micro, Small, and Medium Enterprises (MSMEs) in improving the Creative Economy in the Former Dolly Localization Area, namely the main objective of closing Dolly Localization is to change the bad image in the area which is known as a place of "prostitution", and currently it has been changed by the Surabaya City Government as a Creative MSMEs Village. Although there are two different conditions for MSMEs, namely, first, the MSMEs is guided or under the auspices of the Surabaya City Government which has received good facilities in empowerment, initial capital, place of business and initial marketing. Both independent

MSMEs in empowerment or training, financial capital, even marketing, the MSMEs actors attempt to achieve all of it themselves without the interference of the Surabaya City Government, but in this case the Independent MSMEs and MSMEs under the guidance of the Government have been effective in changing Dolly area as a Creative MSMEs Village.

Second, from the Efficiency, MSME actors in Former Dolly Localization Area is already classified as MSMEs in the Micro category according to the Evaluation of the Regional Regulation Policy of East Java Province Number 6 of 2011 which Formerplains that they have a net worth of at most Rp.50,000,000.00 (fifty million rupiahs) and it does not include land and buildings for business. Even though there are various types of MSMEs production, especially in Putat Jaya 2A village, if there are many orders for an MSME, the neighbors are willing to help them which makes MSMEs in Putat Jaya be still able to work together and help each other. Whereas for MSMEs under the auspices or guidance of the Surabaya City Government even though at the beginning they were given complete assistance from training, empowerment, financial capital, tools, business facilities and marketing but they do not make these MSMEs stand by the Surabaya City Government, they are also able to create and develop their MSMEs such as the same as Mampu Jaya, who received large orders all the time with a gross profit of around Rp. 50,000,000.00. This proves that Efficiency is good as initial capital for independent MSMEs and MSMEs under the auspices or guidance of the Surabaya City Government can take advantage of their business opportunities with initial capital and efficiency in production time which is obtained with the tools and skills. Human Resources are capable of producing these goods finished on time according to the orders they got.

Third, from the Adequacy in problem solving of the closure of the localization, then the emergence of the empowerment policy for MSMEs carried out by the Surabaya City Government, residents around the Former Dolly Localization Area have felt that there is sufficient in dismantling the localization and being used as a place for MSMEs, and they have also been running well that, in the empowerment, make Dolly as a creative village for MSMEs, especially it shows in the Barbara guesthouse building which used to be a place of localization and now transforms as a place for MSMEs KUB Mampu Jaya where it is not only a place for the production of sandals and shoes, but also it has changed as a place for Broadband Learning Center (BLC); a place for IT learning or training for the society and MSMEs who want to learn computers as an effort to sell their production through online, thus MSMEs actors will be aware of the technology. On the second floor of the KUB Mampu jaya, the researcher finds a room as a training venue held by the Manpower Office as an effort of the Surabaya City Government to continue to promote empowerment to improve the skills of MSMEs in the Former Dolly Localization Area. The goal is local residents can learn, especially for the successors around Mampu Jaya, that the place is not only a production, but also a channel for IT learning, as well as learning to improve skills by participating in empowerment and training held in that place in collaboration under the auspices of the Manpower Office. Yet, the independent MSMEs is also no less great such as their idea and empowerment that has been carried out by the Chairman of the MSMEs Kampung Putat Jaya 2A who has succeeded in creating MSMEs that are competent in various types of business production, they also get some support from external parties who are very helpful in introducing MSMEs village as an indication or formerample of the MSMEs Creative Village. Some of the external parties that involves are the University, both lecturers and students, kesurabaya.com, cak and ning Surabaya in 2007, and the Creative Economy Movement. In addition, the production shipments of MSMEs also have reached outside the island, especially in the delivery of sweet and chili sauce of Rujak to Kalimantan. Therefore, this proves that the

policy evaluation on MSMEs in the Former Dolly Localization Area has been successful in Adequacy.

Fourth, from the Leveling, it shows that the independent MSMEs still find obstacles in financial capital to buy raw materials for their processed production, this causes them to not develop their products rapidly, and there is no special cooperative yet which is held by the Surabaya City Government as a place for saving and borrowing the capital. Nevertheless, the independent MSMEs actually do not only want financial support but also good support in advancing these MSMEs. The independent MSMEs are apparently the same as the MSMEs under the guidance or auspices of the Surabaya City Government who are also affected in the demolition of the Dolly localization, but in the policy, only a few MSMEs are supported in training, capital, tools, business places, and even product marketing. In addition, the permit of MSMEs must be referred to the SOP, such as the place of residence and the place of production must be separated, but the independent MSMEs use their private houses to be both the place of residence and the place of production because they do not have another place. This is completely different from one of the MSMEs under the auspices or guidance of the Surabaya City Government, namely the Mampu Jaya KUB with adequate facilities; a separate business place from where the employees live that is what several other MSMEs also want. It is felt that the leveling cannot run properly, and it needs correction so that the evaluation of the MSMEs policy is said to have failed in the leveling that occurs in the condition of existing MSMEs.

Fifth, from the Responsiveness carried out by the Surabaya City Government after the demolition and closure of Dolly Localization, it is proved by the idea about Former Dolly Localization Area for being used as an MSMEs Village in accordance with the Evaluation of the Regional Regulation of East Java Province Number 6 of 2011 Regarding the Empowerment of Micro, Small, and Medium Enterprises, which has been mentioned in Article 14, namely the community or residents around the Former Dolly Localization Area; it has changed the area as a place for MSMEs where previously it was a place of prostitution, as well as the development of various types of MSMEs that have made policies that has been applied by the Surabaya City Government successfully. On the other hand, it is not only the Surabaya City Government that is responsive to the spotlight, but also the responsiveness of the surrounding residents is also well, namely the change in the condition of the area which are better than before as a bad image and currently as a place for MSMEs. Moreover, MSME actors are also quick to follow market or consumer enthusiasts, so MSME actors can still produce their MSMEs goods and maintain the quality of their production.

Sixth, from the Accuracy at the time of the closure of Dolly Localization, it is verified by changing the economy better around the former localization, especially the affected residents who lose their livelihoods which mostly depend on the localization. With the changing as a place for MSMEs, it will immediately replace their livelihoods as MSME actors that is the ability to develop the economy around the Former Dolly Localization Area and increase the creative economy, especially the better economic growth. Also, from a cultural perspective, it can be seen that it has made the surrounding location not be a place for localization to foster positive values in cultural and social aspects. Therefore the Accuracy that occurs in taking the MSMEs Policy Evaluation in the Former Dolly Localization Area is successful.

Supporting and Inhibiting Factors

First, from the Capital Aspect, there are two differences which is a supporting factor in the MSMEs under the guidance of the Surabaya City Government because it has been facilitated by their initial capital and other facilities, while the Capital Aspect becomes an inhibiting factor for the independent MSMEs. The residents in the Former Dolly Localization Area who

built the independent MSMEs find no cooperative facilities around the place, the independent MSME actors have to work with very minimal initial private capital then rotate it every day. This is as an evaluation material for the Surabaya City Government to also think about the impact of the Dolly closure which is now used as a Creative MSME Village, and only a few MSMEs are facilitated while there are still many independent ones who are confused when there are many orders to take but they cannot afford raw materials because of lacking of financial capital.

Second, from the Human Resources Aspect as a supporting factor for both MSMEs under the auspices or guidance of the Surabaya City Government and Independent MSMEs, there are various MSMEs which the founders and employees have the skills or the abilities themselves because they used to participate in training or empowerment before building and developing their MSMEs. Thus, the existence of these skilled human resources can increase the creative economy in Former Dolly Localization Area.

Third, from the Marketing Aspect as a supporting factor for both the MSMEs under the auspices of the Surabaya City Government and the independent MSMEs shows that the MSME actors have been able to market their products both in the physical market and even the online one. With this marketing strategy that has been carried out by each of these MSME actors causes unrelenting amount of production and interest of consumers.

Fourth, from the Climate Aspect, both the independent MSMEs and the MSMEs under the auspices of the Surabaya City Government, the actors are considered capable of following the formeristing business climate. This Climate Aspect becomes a supporting factor because MSME actors are able and willing to take part in following the demand from the market so MSMEs in Former Localization Dolly Area still survive even during the pandemic of COVID-19 at the moment. For example, it is viewed from the case of switching convection MSMEs become a cloth mask maker whose profits are quite a substitute for their production with minimal revenue during the pandemic.

Fifth, from the Facilities and Infrastructure Aspect, it is still an inhibiting factor for independent MSMEs which the facilities (include a set of business machine tools) must be self-capitalized, and also the production place and the resident place of the employees till occupy in one place. It proves as an inhibiting factor because of the difficulty in a license to build and establish the business, for example MSMEs, such as producing soap, instant food according to the formeristing SOP must be separated from the place of residence. Whereas at MSMEs under the auspices or guidance of the Surabaya City Government which has been facilitated by means of business machine tools and business premises infrastructure do not have problem for the case because there are facilities that are fulfilled. This is one of the inhibiting factors in MSMEs in the Former Dolly Localization Area.

V. CONCLUSIONS

According to the policy evaluation of Micro, Small, and Medium Enterprises (MSMEs) in improving the Creative Economy in the Former Localization of Dolly Area of Surabaya in terms of output and outcome concludes, first, Effectiveness, namely the desired result in closing Dolly localization of the Surabaya City Government changed it to be a Creative MSME Village in increasing the creative economy which has seen a growing number of MSME actors with different types of business production. It can increase the creative economy from MSMEs, both MSMEs under the auspices or guidance of the Surabaya City Government and the independent MSMEs. Second, Efficiency, it has been efficient in terms of both cost and time since the establishment of MSMEs in the Former Dolly Localization Area, even though MSMEs are under the auspices of the Surabaya City Government with initial capital that has been facilitated and the number of employees and production results,

while the independent MSMEs also show very minimal initial capital but still can survive and even rotate the financial between the capital and the profit that it receives. Third, Adequacy, the Surabaya City Government in solving problems occurs in the Former Dolly Localization Area which previously most of the residents were idle in their livelihoods in the "prostitution" night world, but after the closure, now there have been MSMEs that have grown rapidly and perceived positive side for the area. Fourth, the Leveling here needs to be highlighted because it can be said that the failure of the Surabaya City Government Policy is because MSMEs under the auspices or guidance of the Surabaya City Government get facilities from capital, tools, marketing, business premises, while at the independent MSMEs, also affected by the closure of Former Dolly Localization Area, find no support from the Surabaya City Government. The independent MSMEs also expect a little support even though not financially, and there is a lack of leveling in the policy. Fifth, Responsiveness, the Surabaya City Government has a very well and quick response after the closure of Dolly Localization with the breakthrough of the Policy on Creative MSMEs Villages with the empowerment and socialization that has been carried out. This has succeeded as the initial spear for the occurrence of MSMEs in Former Dolly Localization Area. Sixth, Accuracy, the goal of the Surabaya City Government toward the former localization is to transform it into a Creative MSMEs Village which local residents can leave the previous jobs to become MSME actors as well as there are better environmental conditions socially, culturally and economically.

The supporting and inhibiting factors are viewed in, first, the Capital Aspect as an Inhibiting Factor for Independent MSMEs, from the beginning they used private capital, unlike the MSMEs under the guidance of the Surabaya City Government which has been facilitated in capital. The independent ones also desire a place for a cooperative to save and borrow money when they find the difficulty in capital, for example in the case there are many orders from customers but they cannot afford to buy raw materials for production. thus it inhibites the progress of their production, while the Capital Aspect becomes the Supporting Factor for MSMEs under the guidance of the Surabaya City Government because it has been facilitated since the establishment of the MSMEs. Second, the Human Resources Aspect is considered as a Supporting Factor for both the MSMEs under the auspices of the Surabaya City Government and the independent MSMEs because their actors are qualified in the skills that have been selected to establish MSMEs and produce their business goods. Third, the Marketing Aspect is valued as a Supporting Factor because both MSMEs have been able to market their production, especially following consumer demand, so the MSMEs in Former Localization Dolly Area can still produce their business goods because they have obtained their own market position, one of them take advantage of the world of online sales. Fourth, the Business Climate Aspect is also a Supporting Factor because the MSMEs under the auspices of the Surabaya City Government and the independent MSMEs are able to compete in seeing the situation outside as a reference for developing their business, for example when the pandemic of COVID-19, they takes advantage to face masks and sell them at wholesale. The pandemic apparently makes them produce anything else because their previous goods were less attractive during time like this. Fifth, the Facilities and Infrastructure Aspects are considered as Supporting Factors for the MSMEs under the auspices of the Surabaya City Government which since the beginning the business machine tools, electricity, materials, etc. have been facilitated and the infrastructure for business building facilities has also been fulfilled. This is different from the independet MSMEs which consider this aspect as the Inhibiting Factors because the place of production becomes one location with the occupancy of their house. It finds it difficult to make a Trade Business Permit because the standard

operation between the place of production and the place of residence must be different in location, and the independent MSMEs produce the goods in the living room or the kitchen.

Recommendation

Whereas in the leveling, the Surabaya City Government must also be fair in making decisions, not only MSMEs under the guidance of the Surabaya City Government are the ones that become a concern, but also the Former Dolly Localization residents who are also affected and have prepared MSMEs independently to be paid more attention in supporting and assistance of capital, tools and places feasible business so the independent MSMEs can develop better. From the aspects of capital, facilities and infrastructure, it is also very concerning because the MSMEs under the auspices of the Surabaya City Government get more financial attention like savings and loan cooperatives for capital or a feasible place of business so MSME actors get a Trade Business License, yet it is not seen toward the independent ones. Hopefully, there will be no differentiation in the policy because these independent MSMEs also really want progress like the MSMEs under the auspices of the Surabaya City Government.

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