

# POLICY FORMULATION FOR THE ESTABLISHMENT OF REGIONAL REGULATIONS ON THE EMPOWERMENT, DEVELOPMENT AND PROTECTION OF MICRO ENTERPRISES IN SAMARINDA CITY

Lina Ernita<sup>1</sup>, Daryono<sup>2</sup>, Saipul<sup>3</sup>

<sup>1,2,3</sup> Program Studi Administrasi Publik, Universitas Mulawarman, Samarinda, Indonesia

[linaernita979@gmail.com](mailto:linaernita979@gmail.com)

\*corresponding author

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## ABSTRACT

This study aims to identify policy formulation and inhibiting factors in the formation of local regulations related to the Empowerment, Development, and Protection of Micro Enterprises in Samarinda City. This study uses a qualitative descriptive method, collecting data from several sources such as interviews, official documents, and field observations. The findings show that this policy serves as a form of support for national regulations and solutions to overcome various problems faced by micro business actors in Samarinda City. However, the process of forming this regional regulation still encounters several obstacles: lack of human resource capabilities, lack of communication between DPRD leaders and Bapemperda members, lack of commitment and inefficient time management during the formulation process, and the absence of permanent regulations that regulate the work mechanism and stages of the formation function. This study recommends capacity building for DPRD members and AKD Support Staff, improving effective communication between the Leadership and Bapemperda, improving integrated time management, and establishing special DPRD regulations that regulate the procedural rules and mechanisms of the regional regulation formation process.

## INTRODUCTION

According to Law Number 23 of 2014 concerning Regional Government, Article 95 paragraph (1) stipulates that the Regional People's Representative Council (DPRD) is designated as a representative institution at the regional level that plays an important role in the implementation of local government. In carrying out its duties, the DPRD is positioned as an equal partner with the Regional Government, even though the two entities carry out different functions in the local government system. The Samarinda City DPRD functions as a representative body of the local population and is entrusted with significant responsibility to strengthen democratic governance, channel public aspirations, improve institutional performance, and maintain constructive cooperation with the city government. Furthermore, the DPRD is tasked with building a system of checks and



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balances between the legislative and executive branches to ensure that policymaking remains focused on improving people's welfare.

Based on Government Regulation of the Republic of Indonesia Number 12 of 2018 concerning Guidelines for the Formulation of DPRD Procedures at the Provincial, Regency, and City Levels, Article 2 stipulates that the DPRD functions in the fields of legislation, budgeting, and supervision. In the implementation of its legislative functions, regional regulation programs are formulated together with regional heads. The process of discussing the draft regulation is also carried out collaboratively, followed by the approval or rejection of the proposed draft. In addition, the DPRD holds the authority to propose draft regional regulations in accordance with existing legal provisions.

In Law Number 12 of 2011 concerning the Establishment of Laws and Regulations, Article 1 paragraph 8 stipulates that regional regulations at the district or city level are legal products prepared by the DPRD together with regional heads, and ratified after mutual agreement is reached. Thus, the legislative process at the regional level reflects the joint mechanism between the DPRD and the local government in the determination of regional laws.

Along with the increasingly complex social dynamics in Samarinda City, the level of legal uncertainty experienced by the community has also increased. Diversity of interests and needs among citizens requires legal protection in various aspects of life—political, economic, social, and cultural—to ensure justice and stability in local government systems (Setiawan, 2020).

As part of its national and global commitment to support the Sustainable Development Goals (SDGs), the Indonesian government continues to strive to encourage post-pandemic economic recovery. One of the key goals of sustainable development is Decent Work and Economic Growth. Increased labor productivity is expected to accelerate production processes across the goods and services sector, thereby contributing to overall economic growth (Ponto, 2023).

Data from the Central Statistics Agency BPS, (2023) shows that after the pandemic, Indonesia's economic growth improved significantly, reaching 3.69% in 2021, increasing to 5.31% in 2022, and maintaining a stable rate of 5.05% in 2023. One of the most influential sectors in this recovery is the Micro, Small, and Medium Enterprises (MSMEs) sector. The contribution of MSMEs to the national economic recovery is very large; according to the Ministry of Economic Affairs, MSMEs account for around 61% of the national GDP and absorb almost 97% of the total workforce (Arvitio, 2023). MSMEs also play an important role in addressing unemployment and ensuring the supply of essential goods and services, while their resilience during crises—such as the COVID-19 pandemic—has been well documented (Nurhaliza, 2022).

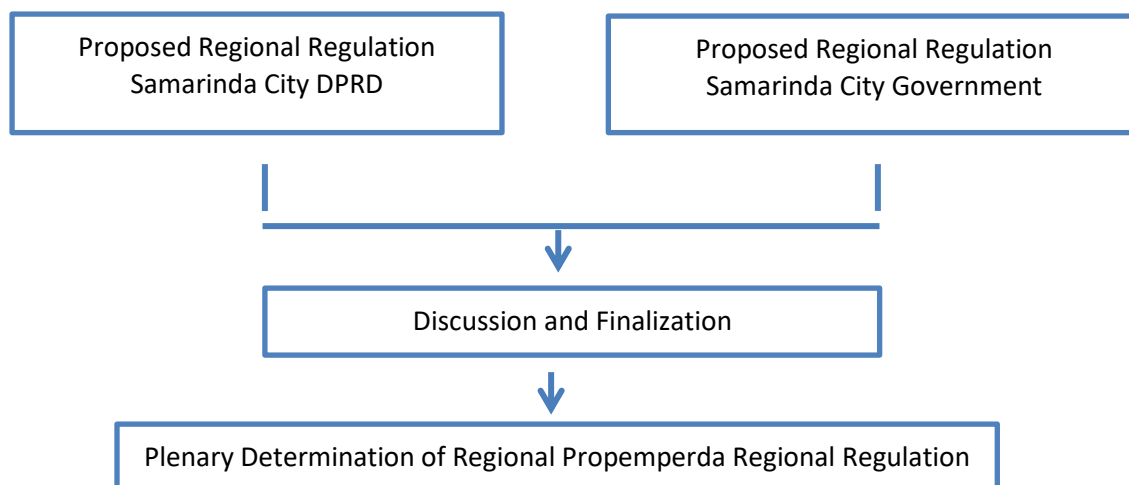
The government's empowerment efforts directed at MSMEs include expanding financial inclusion, facilitating accessible funding and financing mechanisms, providing special capital programs for women entrepreneurs in micro and ultra-micro enterprises, and promoting the digitalization of MSMEs (Putri & Nailufa, 2022).

However, the development of micro businesses in Samarinda City continues to face various challenges, such as limited quality of human resources, ineffective business strategies, limited access to capital, inadequate digital adaptation, weak financial management, and inadequate legal protection for business activities.

As a manifestation of the government's and legislative commitment, Commission II of the Samarinda City DPRD, in 2021, proposed a regional regulation on the Protection and Distribution of Local MSME Products to the Modern Market. The regulation was then



included in the 2022 Samarinda City Regional Regulation Formation Program (Propemperda), serving as a concrete initiative to strengthen the market position of local MSMEs and encourage inclusive regional economic growth.



**Figure 1. The Process of Proposing Draft Regional Regulations into the Samarinda City Propemperda**

Source: Created by Researcher in 2025

Based on Law Number 23 of 2014 concerning Regional Government, the division of government responsibilities related to basic public services—including the empowerment, development, and protection of micro, small, and medium enterprises (MSMEs)—has been established as part of the authority of local governments at the district and city levels. Within this scope, district and city governments are entrusted with the responsibility to foster micro-enterprises through various steps such as data collection, partnership facilitation, and licensing processes. Efforts to strengthen institutions and stakeholder coordination are also included as important strategies for empowerment. In terms of development, attention is directed to increasing business capacity and improving operations so that micro enterprises can develop into small businesses, which are under the supervision authority of local governments. Therefore, based on this regulation, the Academic Manuscript of the draft regional regulation which was originally titled "Protection and Distribution of Local MSME Products to the Modern Market" was revised to "Empowerment, Development, and Protection of Micro Enterprises." The revision of the title was carried out because the former was considered to be inconsistent and inconsistent with high-level legal instruments governing similar matters.

The formulation of regional regulation development policies is a phase in which the problems faced by micro business actors in Samarinda City are identified, analyzed, and formulated as a basis for the preparation of regional regulations that can provide concrete and effective solutions. The legislative drafting process itself follows a systematic sequence that begins with planning, continues with drafting and discussion, and ends with enactment, ratification, and dissemination to the public (Hamzah & Razak, 2022).

Based on information obtained from the Secretariat of the Samarinda City DPRD, several key aspects related to the draft Regional Regulation on Empowerment, Development, and Protection of Micro Enterprises were identified. First, the proposed draft in 2022 has not been ratified in 2025 when this study is conducted. Second, a socialization



and socialization event regarding the draft initiated by the DPRD will be held in 2023. Third, the preparation of Academic Papers and Public Consultation (Public Test) related to the draft regulation will be carried out in 2024.

Data from the Trial and Legislation Section, Secretariat of the Samarinda City DPRD, shows that the total number of regional regulation proposals submitted by the Samarinda City DPRD and the City Government through the Regional Regulation Formation Program (Propemperda) between 2022 and 2025 has experienced striking fluctuations. In 2022, the DPRD proposed 18 regional regulations, while the city government proposed 10 regional regulations. These numbers decreased in 2023 to 15 and 8, respectively, and continued to decline to 11 and 8 in 2024, and 11 and 7 in 2025. Regulations outside the Propemperda framework increased significantly in 2025, while several regional regulations were withdrawn during that period.

This data is further visualized in the Samarinda Propemperda City Chart for 2022–2025, illustrating legislative dynamics and changes in regulatory priorities throughout the period. Considering this context, this research is directed at examining the policy formulation process in the implementation of the DPRD's initiative rights in its legislative function. Therefore, this research is entitled "Policy Formulation for the Formation of Regional Regulations on the Empowerment, Development, and Protection of Micro Enterprises in Samarinda City."

Previous research has played an important role in establishing the conceptual and empirical foundation of this research. It helps identify the extent of existing scholarship on policy formulation and highlights the research gaps that this research aims to address. Their study, "Analysis of the Role of Actors in the Formulation of Semarang Smart City Policy," uses a descriptive qualitative approach to examine the involvement of policy actors. The findings reveal that the policy-making process tends to be dominated by bureaucratic elites, with limited participation from civil society. The study illustrates that Indonesia's policy process remains largely top-down, with inadequate grassroots involvement. This is in line with the situation in Samarinda, where the DPRD faces challenges in encouraging participatory policy-making during the formulation of Regional Regulations on Micro Business Empowerment (Fauzi & Rostyaningsih, 2018). In their work "Policy Formulation for Regional Regulation by the Regional House of Representatives", the authors examine how regional parliaments perform their legislative functions. Using a qualitative approach, they found that the formulation of local regulations is often hampered by poor inter-agency coordination, limited technical expertise, and frequent changes in national regulations. These findings are in line with the Samarinda case, where the DPRD faced similar problems regarding the capacity and synchronization of regulations between the local and central governments (Putra et al., 2020). His thesis, titled "Analysis of the Role of Local Governments in the Empowerment of Micro, Small, and Medium Enterprises (MSMEs) in Sidrap Regency," highlighted the important role of local governments in supporting small businesses through financing, infrastructure, and promotional programs. However, the study notes that empowerment initiatives are often less sustainable due to weak intersectoral coordination. This strengthens the argument for the need for a strong legal foundation—such as local regulations—to ensure sustainability in local economic empowerment policies (Mustafa, 2021). The study titled "The Implementation of Citra Niaga Infrastructure Revitalization Policy in Samarinda and Its Impact on MSME Growth" provides valuable insights into the dynamics of local policies. It was found that revitalization efforts increased business activity and the visual appeal of the trade area but also caused a gap among small entrepreneurs outside the city center. Bureaucratic



procedures and uneven access to facilities were identified as major obstacles. The study supports the need for inclusive regional policies that balance economic development with equity (Hasrullah, 2024). Their article "Opportunities and Challenges of MSMEs in Indonesia in E-Commerce Development" explores the role of digitalization in the growth of MSMEs. The study shows that while digital platforms offer vast opportunities, digital literacy gaps and limited human resources remain major challenges. This emphasizes the need for adaptive regional regulations that allow micro-entrepreneurs to compete in the digital economy (Darmastuti et al., 2023). In "Formulation of Probolinggo Regency Government Policy in Empowering MSME Actors," Ramdhana revealed that regional policy formulation is constrained by low public participation and limited coordination between legislative and executive institutions. This study underscores the importance of legislative commitment in designing policies that truly support grassroots entrepreneurship (Ramdhana, 2016). In "An Introduction to the Policy Process," Birkland argues that public policy processes are not linear but are influenced by political dynamics, networks of actors, and socio-economic contexts. The framework provides a theoretical basis for understanding the interaction of the Samarinda DPRD with the city government and other stakeholders during the policy formulation process (Birkland, 2019). Their book "The Public Policy Process" emphasizes that each phase of policymaking—from agenda-setting, formulation, and adoption to implementation and evaluation—faces its own challenges. This framework helps explain why Samarinda's micro-enterprise regulation remains stalled at the formulation stage due to weak communication between actors and the absence of strong political commitment (Bukit & Varone, 2021).

William N. Dunn (1994) divides the policy process into four stages: problem identification, agenda setting, policy problem formulation, and policy design. The formulation stage is the most important, as it sets the direction and objectives of a policy. In the case of Samarinda, the lack of internal coordination of the DPRD and the limited participation of stakeholders have led to stagnation at this stage. Charles O. Jones views policy-making as a cyclical process that involves continuous communication among actors. The model—which includes initiation, formulation, adoption, implementation, and evaluation—helps explain why Samarinda's micro-enterprise policy remains stuck in the formulation stage, revealing the disconnect between planning and decision-making. Governance theory emphasizes collaboration between governments, the private sector, and civil society in creating effective policies. Applying the principles of good governance—transparency, accountability, participation, and responsiveness—ensures inclusive and democratic policymaking. In this context, the governance approach evaluates the role of the DPRD in encouraging cooperation and institutional support in drafting responsive regional regulations.

Law No. 20 of 2008 and Government Regulation No. 7 of 2021 define micro businesses as small-scale economic activities with assets below IDR 1 billion and income below IDR 2 billion. According to Eko (2002), empowerment increases the capacity, independence, and competitiveness of small entrepreneurs through access to finance, managerial training, technology adoption, and market opportunities—essential for sustainable local economic growth. Sutjipto Raharjo emphasized that legal protection guarantees individual rights through formal mechanisms. For micro-entrepreneurs, this includes business licensing, risk management, and fair operational security. This protection justifies the urgency of regional regulations that ensure certainty and business equity for micro business actors in Samarinda. The conceptual framework of this study explains the relationship between internal and external factors that affect the policy





formulation process. The DPRD acts as the main legislative body responsible for initiating and drafting regulations on the empowerment, development, and protection of micro enterprises. Internal Factors: human resource capacity, quality of coordination, and communication within the DPRD. Weak institutional capabilities often delay and break down policymaking. External Factors: support from the municipal government, socioeconomic conditions, community participation, and political dynamics (such as factional interests and election timing). Conceptual Flow in this research are 1) inputs, institutional capacity, political commitment, socio-economic background, 2) process, policy formulation stages—problem identification, drafting, consultation, and legal harmonization, 3) output, Draft Regional Regulation (Raperda) reviewed by the DPRD and the City Government, 4) outcome: Responsive and fair regulation that promotes the empowerment and sustainable growth of micro-enterprises.

## METHOD

This study adopts a qualitative approach combined with descriptive research methods to provide a comprehensive understanding of the process of formulating regional regulatory policies in Samarinda City. The qualitative approach allows researchers to explore and interpret phenomena in depth, focusing on the experiences, perspectives, and interactions between stakeholders involved in the policy-making process. This approach is particularly relevant because this study seeks to uncover the contextual and procedural aspects of how local regulations related to the empowerment, development, and protection of micro enterprises are formulated and implemented.

Meanwhile, the descriptive method is used to present a systematic, factual, and accurate explanation of the roles, dynamics, and challenges faced by the Samarinda City Regional People's Representative Council (DPRD) in carrying out its legislative duties. Through this method, this study aims to describe the real conditions of policy formulation that occur in practice, including institutional coordination, decision-making mechanisms, and constraints that affect the legislation process. Thus, this methodological combination allows for a holistic and contextual analysis of the regional policy formulation process.

The research was conducted at the Regional People's Representative Council (DPRD) of Samarinda City, which functions as a central institution in the formulation and implementation of regional policies. The selection of this site is based on its important role in initiating, discussing, and approving Regional Regulations (Raperda), especially those related to the empowerment, development, and protection of micro enterprises. The DPRD not only functions as a legislative body but also as a representative institution that bridges the interests of local governments and communities in shaping regional development policies.

This research focuses on the study of institutional processes, policy deliberations, and the dynamics of legislation within the DPRD related to the formulation of the Raperda. To capture comprehensive and up-to-date information, data collection activities were carried out from January to May 2025, which included formal meetings and informal interactions among key actors involved in the legislative process.

This study used two main types of data. *First*, primary data was obtained through in-depth interviews with the main informants, including the Chairman of the DPRD, the Chairman of Bapemperda, members of Commission II of the Samarinda City DPRD, as well as from elements of the DPRD Secretariat, and representatives of micro business actors. Secondary data, collected from official documents of the DPRD, laws and regulations, academic manuscripts, scientific journals, and related publications issued by local



government agencies. Data was collected using three main techniques are 1) in-depth interviews were conducted to obtain detailed information about the formulation process, internal dynamics, and obstacles faced during the preparation of the Raperda. 2) observations were carried out during work meetings, draft discussions, and coordination processes between the DPRD and the City Government. 3) documentation studies involve examining legal and administrative documents such as Academic Papers, Meeting Minutes, Propemperda documents and related laws and regulations.

Data analysis was carried out using the Miles and Huberman interactive model, which consists of three main stages: 1) data reduction, which involves selecting and simplifying relevant data according to the focus of the research. 2) a data view, presented in the form of a narrative, table, or diagram to illustrate policy formulation patterns. 3) conclusion drawing and verification, as the final stage to gain a comprehensive understanding of the policy formulation process and the factors that influence it.

The validity of the data is tested through triangulation of sources and methods. Source triangulation was carried out by comparing the results of interviews from various key informants. The triangulation method is carried out by combining findings from interviews, observations, and documentation, ensuring the consistency and reliability of the research data.

This research concentrates on three key aspects that collectively explain the dynamics of regional policy formulation in Samarinda City. The process of formulating local regulations on the empowerment, development, and protection of micro enterprises in Samarinda City. This aspect examines the stages, mechanisms, and institutional interactions that occur during the preparation of Regional Regulations (Raperda), including the determination of agendas, discussions, and decision-making processes within the DPRD. Inhibiting factors that affect the formulation process and contribute to the non-realization of regional regulations. This includes an analysis of political, bureaucratic, and administrative constraints, as well as challenges related to coordination, stakeholder engagement, and resource allocation that hinder the legislative process. The strategic efforts of the Samarinda City DPRD in carrying out its legislative functions through the right of initiative. This section explores how the DPRD seeks to optimize its authority in initiating and formulating regulations that support the development of micro-enterprises, highlighting institutional strategies and collaborative approaches taken to address existing barriers. Through these three focal points, the research aims to provide a comprehensive understanding of institutional behavior, policy dynamics, and governance mechanisms that underlie the process of formulating regional regulations in Samarinda City.

## RESULTS AND DISCUSSION

### Research Findings

The findings of this research are presented based on field data collected through in-depth interviews, direct observations, and documentation studies from various official sources within the Samarinda City Regional People's Representative Council (DPRD) and related institutions. All data collected are processed and analyzed descriptively using a qualitative approach to provide a comprehensive understanding of the policy formulation process of Regional Regulations (Perda) on the Empowerment, Development, and Protection of Micro Enterprises (Bishoy et al., 2024).

The study revealed that until 2025, the draft policy is still under ongoing discussion between the DPRD and the Samarinda City Government. Although it has been included in the Regional Regulation Formation Program (Propemperda) since 2022, the draft



regulation (Raperda) has not been ratified into a binding law. The formal drafting process has gone through several stages, including public consultation; However, no final agreement has been reached due to differences in substance and policy priorities between the legislature and the executive.

#### General Description of Research Locations

This research was conducted at the Samarinda City DPRD, which is located in the administrative center of Samarinda, East Kalimantan. This institution functions as a representative of people's politics and policymakers at the regional level. Observations reveal a complex bureaucratic structure consisting of leadership, commissions, legislative bodies, and secretariats. Commission II of the DPRD is the main entity responsible for economic and community empowerment affairs, including the preparation of Micro Business Regulations.

Geographically and economically, Samarinda is characterized by a rapidly growing population of micro-entrepreneurs. According to data from the Office of Cooperatives and MSMEs in 2024, more than 43,000 micro enterprises are actively operating in 10 districts. The trade and services sector dominates local economic activities. However, many business actors continue to face obstacles related to financing, marketing, licensing, and legal protection. These challenges encourage the initiative of the DPRD to formulate policies that strengthen the position of micro enterprises in the framework of local economic development (Barnett, 2019).

Based on the Regional Regulation of Samarinda City Number 02 of 2010, the city of Samarinda consists of 10 (ten) sub-districts, and according to the Regional Regulation of the City of Samarinda Number 6 of 2014, the number of villages in Samarinda is 59 (fifty-nine), with a total of 3,942 rural units (Rukun Tetangga).

The following table presents the districts and the number of urban villages in the city of Samarinda:

**Table 1. Districts and Number of Villages in Samarinda City**

No.	District	Number of Villages
1.	Palaran District	5
2.	Samarinda Ilir District	5
3.	Samarinda Seberang District	7
4.	North Samarinda District	8
5.	Samarinda Ulu District	7
6.	Sungai Kunjang District	7
7.	Sambutan District	5
8.	Sungai Pinang District	5
9.	Samarinda City District	5
10.	Loa Janan Ilir District	5





**Table 2. Number of Micro Enterprises in Samarinda City**

No	Micro	2020	2021	2022	2023	2024
1.	Culinary Field	10.042	15.319	16.111	16.605	17.112
2.	Fashion Field	3.200	5.176	5.315	5.436	5.491
3.	Education	30	45	73	76	79
4.	Automotive Field	803	760	817	871	917
5.	Agrobusiness Sector	4.433	11.067	11.134	11.171	11.197
6.	Internet Technology Field	253	359	398	414	415
7.	Other Fields	5.934	8.663	9.583	10.439	11.076
<b>Number of Micro Enterprises</b>		<b>24.695</b>	<b>41.389</b>	<b>43.431</b>	<b>45.012</b>	<b>46.287</b>

According to population administration data of the Ministry of Home Affairs of the Republic of Indonesia (2023), the total population reaches 861,878 people, making Samarinda the most populous city on the island of Kalimantan.

This population growth is not only influenced by the increasing birth rate but also by the high mobility of the population, especially migration, which is driven by the economic opportunities of the city and its strategic role as a center of government, trade, and services in East Kalimantan.

The distribution of the population in Samarinda has also grown significantly, as reflected in the land development that has occurred in several districts, including Palaran, Sungai Kunjang, Sungai Pinang, and Sambutan.

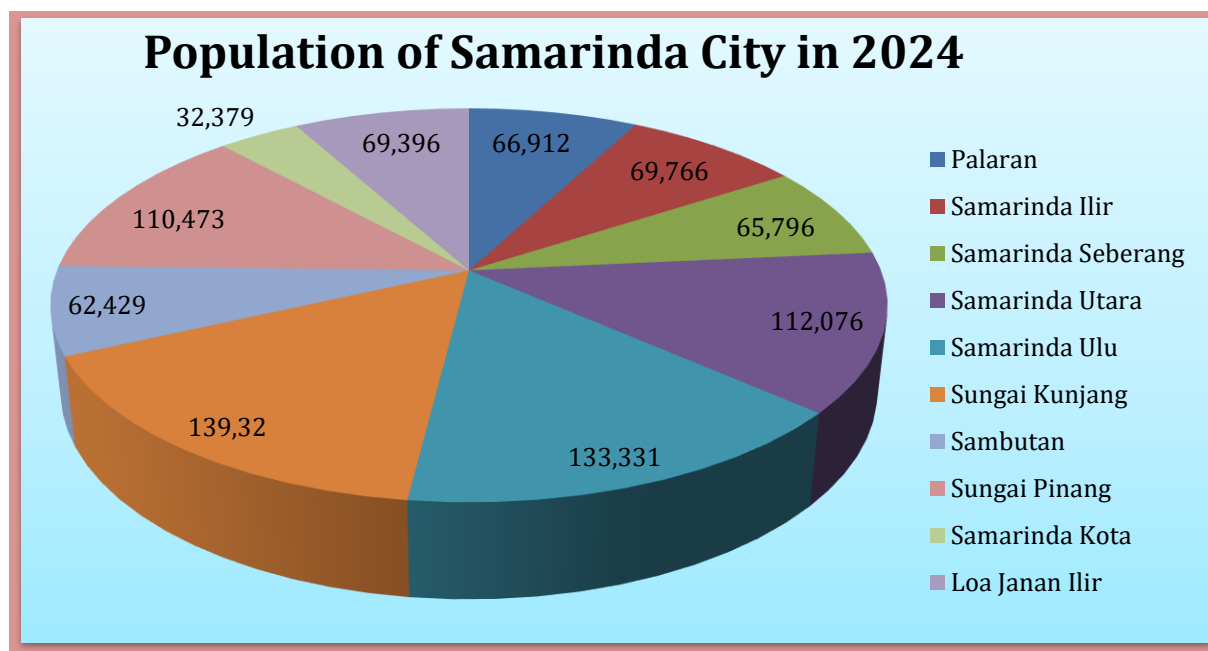
The distribution of population across districts in Samarinda is presented in the following table:

**Table 3. Population by Regency in Samarinda City**

No.	District	Population
1.	Palaran District	66.912
2.	Samarinda Ilir District	69.766
3.	Samarinda Seberang District	65.796
4.	North Samarinda District	112.076
5.	Samarinda Ulu District	133.331
6.	Sungai Kunjang District	139.320
7.	Sambutan District	62.429
8.	Sungai Pinang District	110.473
9.	Samarinda City District	32.379
10.	Loa Janan Ilir District	69.396
<b>Population</b>		<b>861.878</b>



Furthermore, the percentage of population distribution in each district in Samarinda City can be seen in the following figure:



**Figure 2. Percentage Distribution of the Population in Samarinda City**

Source: (Samarinda 2024)

**Table 3. Micro Business Data per Sub-district in Samarinda City in 2024 based on gender**

No.	District	Man	Woman
1.	Samarinda Ilir	1.804	3.125
2.	North Samarinda	2.345	3.987
3.	Samarinda Ulu	2.086	3.719
4.	Sungai Kunjang	2.024	3.668
5.	Samarinda Seberang	1.019	2.162
6.	Stuttgart	1.436	2.500
7.	Welcome	1.823	3.116
8.	Sungai Pinang	2.226	3.625
9.	Samarinda City	684	1.054
10.	Loa Janan Ilir	1.369	2.515
	<b>Sum:</b>	<b>16.816</b>	<b>29.471</b>
	<b>Total Number of Micro Enterprises</b>	<b>46.287</b>	

### Socio-Economic Context of Micro Enterprises in Samarinda

Micro enterprises in Samarinda contribute significantly to employment and poverty reduction. However, field findings show that most of these companies operate informally and do not have adequate legal status. Many entrepreneurs are unfamiliar with the risk-based business licensing mechanism regulated through the Online Single Submission (OSS) system.

In addition to legality issues, limited access to formal financing remains a major barrier. Interviews with business owners reveal a low level of awareness about microcredit programs such as People's Business Credit (KUR) and other microfinance institutions.



Meanwhile, local government MSME empowerment policies remain fragmented and sectoral, lacking an integrated and comprehensive legal framework.

Given these conditions, the DPRD views the formation of regional regulations as important to accommodate the protection, development, and capacity building of micro businesses. The proposed Raperda is expected to serve as a legal basis for future derivative policies, including sustainable business coaching programs, incentives, and facilitation.

### Early Stages of Raperda Formulation

Document analysis shows that the initiative to prepare the Raperda began in early 2022 through an internal meeting of the DPRD's Regional Regulation Regulation Committee (Bapemperda). The proposal was introduced by Commission II after collecting input from local MSME forums.

The initial stage involves the preparation of an academic manuscript containing empirical, juridical, and sociological analysis. The drafting team consists of legislators, academics, and experts in people's economics. The text emphasizes the urgency of legal protection for micro-entrepreneurs, regulatory certainty, and economic equity.

However, interviews with several members of the DPRD revealed that the preparation stage was delayed due to limited data. Most of the data referenced comes from the 2022 report, which does not reflect the post-pandemic reality. As a result, some revisions are required before the draft can progress further.

### Dynamics of Inter-Agency Discussion and Consultation

In the discussion stage, the DPRD held a series of working meetings with the City Government, the Cooperatives and MSMEs Office, and the Legal Bureau of the Regional Secretariat. This session discussed important topics such as coaching mechanisms, legal protection, access to financing, and tax incentives for micro enterprises. This process is extended due to different perspectives regarding policy priorities and jurisdictional authorities.

The City Government argues that certain clauses overlap with national regulations such as the Job Creation Law and its derivatives. On the contrary, the DPRD emphasized the need for regional autonomy in community empowerment. As a result, harmonization efforts require several consultations with the Ministry of Law and Human Rights.

In addition, internal political factors affect the dynamics of the discussion. Changes in the commission's leadership and member rotation changed legislative priorities. Although the DPRD officially maintained its commitment to finalize the Raperda, the shift in internal policy delayed the discussion schedule.

### Public Participation in the Legislative Process

The findings show that public participation in the policy-making process is still limited. The public hearing, which will be held in mid-2024, was only attended by a small group of business actors and MSME associations. Most employers report that they have not been informed of the proposed regulations.

This limited involvement stems from the lack of effective socialization by both the DPRD and the City Government. Communication mechanisms remain dominated from top to bottom, where the public acts only as a recipient of information rather than as an active partner in policymaking. Conversely, broader participation can provide valuable insights to enrich the substance of policy.



## Discussion

### Analysis of the Policy Formulation Process

Based on William N. Dunn's theory, the public policy formulation process consists of four main stages: problem identification, agenda setting, policy problem formulation, and policy design. In the context of research on the establishment of Regional Regulations on the Empowerment, Development, and Protection of Micro Enterprises in Samarinda City, each of these stages runs systematically to ensure that the resulting policies are relevant and applicable.

The problem identification stage is carried out through data collection activities and aspirations from micro business actors who face obstacles in the development and protection of their businesses. The Samarinda City DPRD involves experts and regional apparatus organizations to explore the fundamental problems faced by micro business actors, such as limited access to capital, training, and legal protection. This step is an important basis for determining the policy direction to be formulated.

Furthermore, at the agenda setting stage, the Samarinda City DPRD set the issue of empowerment and protection of micro businesses as a priority in the Regional Regulation Formation Program (Propemperda). This issue was chosen because it is in direct contact with the interests of the wider community, especially micro business actors. The agenda setting process is carried out by considering the urgency of the problem and input from various parties through discussion forums and dissemination of draft regulations.

The third stage is policy problem formulation, which is the formulation of policy problems. In this stage, the problems that have been identified are analyzed in depth to find the root cause and alternative solutions. The DPRD involves academics, law enforcement officials, local governments, and representatives of business actors to ensure that the policy design is participatory and responsive. The obstacles found include the lack of communication between institutions and the absence of a standard Standard Operating Procedure (SOP) in the formulation process.

The last stage, policy design, focuses on the preparation of concrete and operational policy designs. This policy design includes objectives, scope, implementation mechanisms, and supporting instruments such as capital assistance, training, and legal protection for micro business actors. The DPRD together with the Secretariat of the DPRD and the Legal Section of the Samarinda City Government designed regulations so that they can be implemented effectively and accompanied by a system of continuous evaluation and supervision.

Thus, the policy formulation process according to William N. Dunn in this study describes a rational and structured mechanism, where each stage is continuous to produce public policies that are right on target, participatory, and oriented to the needs of the micro business community.

### Inhibiting Factors in Policy Formulation

This study identifies four main factors that hinder the formulation of the Raperda: limited human resources, weak inter-agency coordination, and political intervention. Human resource constraints are evident in the uneven competence of the legislature in economic policymaking. Legislators are still heavily reliant on a small number of policy experts. In addition, coordination between institutions remains sectoral and does not have an integrative mechanism.



Political dynamics also play an important role. The transition of DPRD Members so that communication and policy orientation shifts often shift the focus from economic empowerment issues to politically advantageous agendas.

### **DPRD's Strategy in Carrying Out Legislative Functions**

The Samarinda DPRD has made several strategic efforts to strengthen its legislative role through its right of initiative. These include capacity-building programs for legislators, collaboration with universities, and strengthening the Secretariat's administrative support for the legislative process.

In addition, the DPRD has encouraged a collaborative approach with the City Government and civil society organizations to accelerate the finalization of the Raperda. A cross-sectoral consultation forum has been established, bringing together academics, entrepreneurs, and bureaucrats to formulate realistic and implementable policy recommendations.

### **Theoretical Analysis Based on Public Policy Models**

Using Charles O. Jones's policy cycle framework, these regulations remain in the policy formulation stage—a critical stage that determines the direction and substance of public policy at the regional level. However, without effective communication and coordination, policy development risks stagnation at this stage with no tangible results.

This delay can also be explained through government theory, which emphasizes the importance of synergy between political actors, bureaucracy, and the public. Weak collaborative practices have made the legislative process too bureaucratic and insufficiently adaptive to socio-economic change.

### **Summary of the discussion**

Overall, this study concludes that the formulation of the Regional Regulation on the Empowerment, Development, and Protection of Micro Enterprises in Samarinda has followed the legal framework but has not been completed. The process is hampered by limited resources, weak inter-institutional coordination, and local political dynamics.

This case illustrates that the success of public policy formation at the regional level is highly dependent on collaboration between policy actors, public participation, and institutional support. Strengthening the technical capacity of the DPRD, improving cross-sectoral coordination, and ensuring substantive community involvement in the legislative process are important steps to accelerate the realization of responsive and equitable local policies.

### **CONCLUSION**

The study concluded that the formulation of the Regional Regulation on the Empowerment, Development, and Protection of Micro Enterprises in Samarinda City was initiated by the Samarinda City DPRD as a form of support for national policies and to overcome various problems faced by local micro entrepreneurs. The process includes several stages: identifying problems, setting an agenda, formulating policy issues, and designing policies. The DPRD involves experts, local government agencies, academics, and micro business actors to ensure that the initial draft meets the needs of the community. Although the process follows formal procedures, it has not been completed due to several obstacles.





The main inhibiting factors include limited human resource capacity, weak communication between DPRD leaders and committee members, low commitment and inefficient use of time, and the absence of clear internal rules governing the legislative drafting process. This problem has slowed down the discussion and finalization of draft regulations.

In short, improving the competence of DPRD members and staff, strengthening coordination and communication, increasing commitment, and establishing clear procedures are essential to accelerate the completion of regulations. After the final, this regulation is expected to provide legal protection, empowerment, and sustainable development for micro businesses in Samarinda City.

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