

Framework for Entrepreneurship Policy in Indonesia

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ABSTRACT

The Indonesian government's policy in supporting entrepreneurship and MSMEs through formal regulations has been in place for the past three decades. First introduced through Law No. 9/1995 on Small Enterprises, by 2024 there were recorded more than 500 central and regional regulations related to entrepreneurship and MSME empowerment. However, in practice, entrepreneurship in Indonesia has not yet become an effective policy to encourage the number of entrepreneurs and the quality of entrepreneurship. The number of entrepreneurs in Indonesia tends to stagnate below 3.5%, with 90.9% of entrepreneurs falling into the micro and ultra-micro categories, below regional minimum wage (UMR). This research aimed to identify the reasons why entrepreneurship policies are ineffective in encouraging the increase of quality entrepreneurs. At the same time, it aimed to develop an entrepreneurial policy framework for local governments to map out policy interventions that are suitable for their respective regional conditions. This research used a qualitative method with a case study of the "Jakpreneur" entrepreneurship policy in Jakarta. In this study, the entrepreneurship policy framework in Indonesia can use a three-level policy approach, namely micro, meso, and macro. Micro-level policies are government policies aimed at developing individual prospective entrepreneurs and MSME actors who are new or have already started their businesses. Meso-level policies are policies from local governments aimed at developing beginner entrepreneurs and MSME actors within the pillars of the entrepreneurial ecosystem. Macro-level policies are government policies at the national level that support entrepreneurship policies to ensure their sustainability. Research findings reveal that the biggest constraints of entrepreneurship policy are the synchronization of macro-level national policies, collaboration among actors at the meso level, and the selection of prospective entrepreneurs.

Keywords: entrepreneurship policy; policy model formulation; jakpreneur.

1. INTRODUCTION

The Indonesian government has formally begun implementing entrepreneurship policies since the issuance of Law (UU) No. 9/1995 on Small Enterprises. This policy was then strengthened through UU No. 20/2008 on Micro, Small, and Medium Enterprises, as well as other derivative regulations, with the latest being UU No. 6 of 2023 on Job Creation and Presidential Regulation (Perpres) No. 2 of 2022 on National Entrepreneurship Development.

This policy is regulated by legislation, starting from Laws (UU), then Government Regulations (PP), Presidential Regulations (Perpres), Ministerial Regulations (Permen), and down to regional government regulations (PERDA). The number of regulations containing rules regarding entrepreneurship, entrepreneurs, and entrepreneurship based on the Hukum-Online database (per December 2024) is 501 regulations since 1995.

Although the number of policies supporting entrepreneurship is increasing, their effectiveness is still in question. The policy approach in Indonesia so far has been more focused on social solutions to reduce unemployment, resulting in many program outputs giving rise to

micro-entrepreneurs in the informal sector. Its contribution to economic growth and the improvement of national competitiveness is still low. The number of entrepreneurs in Indonesia tends to stagnate, averaging below 3.5%, and 90.9% of entrepreneurs fall into the micro and ultra-micro categories with incomes below the minimum wage. Based on data from BPS, the Central Statistics Agency, [Figure 1], the ratio of entrepreneurs in Jakarta, as the economic center of Indonesia, has been above the national entrepreneur ratio for the past decade. The employment profile of Jakarta's population shows that 63.69% are already in the formal sector. This condition is much better compared to the national average, where only 42.05% work in the formal sector.

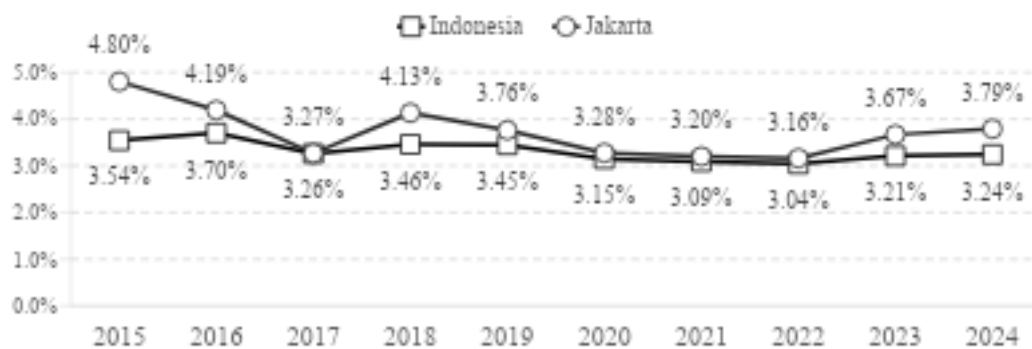


Figure 1. Entrepreneurs in Jakarta and Indonesia (Source: BPS, 2025)

The Jakarta Provincial Government has developed entrepreneurship policies and programs, namely the Integrated Entrepreneurship Development (PKT Program) or "Jakpreneur." The Integrated Entrepreneurship Development (PKT) in Jakarta is regulated by Governor Regulation (Pergub) No. 2 of 2020, which is a revision of Pergub No. 102 of 2018. The number of participants in the Jakpreneur program as of December 2024 is 395,414 participants since its inception in 2018. This program has implemented policies to build an entrepreneurial ecosystem. It is evident from the regulatory side, policy implementers, resource targets, training and mentoring infrastructure, capital credit access, online/offline marketing support, and collaboration with various parties. The Jakpreneur program has raised the entrepreneurship ratio above the national average, but it has not effectively retained participants through to the program's final stage. Thus, there are still very few micro and small businesses that have been nurtured to the point of becoming medium enterprises.

According to Edoho (2016), this entrepreneurship policy, similar to those in Africa, is classified as necessity entrepreneurship. Namely, entrepreneurship policies that only serve as a temporary solution for unemployment. This policy often places more emphasis on micro-enterprises in the informal sector, which have limitations in their contribution to economic growth and job creation. Certainly, this is not the type of entrepreneurship that is expected to support the national economy in the future and elevate Indonesia to a developed country. This leads to the hypothesis that the subpar quality of the Jakpreneur program is due to the fact that entrepreneurship policies in Indonesia are still more socially oriented than economically.

An empirical gap exists within Jakarta's entrepreneurship policy: while efforts to build an entrepreneurial ecosystem have led to an increase in the number of entrepreneurs, these initiatives have not yet resulted in a significant improvement in entrepreneurial quality.

This research aimed to find the formulation of local government policies in Indonesia in building an entrepreneurial ecosystem that encourages both quantity and quality improvement in the long term. In addition, there is limited research on entrepreneurship policies that focus on quality at the local level. The locus of this research is in Jakarta, which is the center of government and economy, so this study can serve as a benchmark for local governments in planning similar policies. The Jakpreneur program also has a clear structure, large number of participants, and published regulations, making it easier to analyze systematically. By studying Jakarta, the research aims to understand not only local challenges but also how local and national policies interact, and what lessons can be applied to other regions in Indonesia.

2. LITERATURE REVIEW

The entrepreneurial ecosystem has garnered attention from various stakeholders, including academics, business practitioners, and policymakers. Many studies have been conducted to identify ecosystems and simultaneously identify the most important pillars within the entrepreneurial ecosystem. Such as the GEM institutional research (Reynolds, 2000), then Isenberg (Isenberg, 2010; D. J. Isenberg, 2011), and then Mason and Brown (2014), which were used in the World Economic Forum report (2014). Most of the results indicate that the government's policies on entrepreneurship, financial support, a friendly and accessible market, education and training, and cultural support significantly impact entrepreneurial performance. The government, as the policymaker, along with business actors and related organizations, plays a strategic role in creating a healthy entrepreneurial environment or ecosystem.

Entrepreneurship policy in Indonesia is considered by Mirzanti et al. (2015c) as a complex policy, namely: First, entrepreneurship policy is influenced by many sectors, does not stand alone, and is interconnected with many cross-sectoral policies. Second, there is a need for a horizontal structure between institutions; therefore, the government needs to form a more coordinated work structure across institutions so that the policy can run synergistically. Third, there is no single policy model, and it varies between countries. Policies in one country may not be suitable for another, including Indonesia which has its own unique challenges. Fourth, the limitations of information and implementation in developing countries, which complicate the policy formulation process, as there is not enough empirical basis to design effective policies. Lastly, fifth, it requires a multi-level approach, namely micro, meso, and macro. This multi-level approach adds complexity to the planning and execution of policies. All of this makes policies not only complex but also often "messy."

Furthermore, Mirzanti et al. (2015b) mapped entrepreneurship policies in Indonesia into three levels: macro, meso, and micro. The Micro level focuses on individuals (prospective/entrepreneurial actors) with the aim of increasing the number of start-ups and individuals choosing the entrepreneurial path. Then, the Meso level focuses on organizations and systems supporting entrepreneurship. This level views entrepreneurship as part of organizations (companies/communities) and emphasizes how the business environment supports the sustainability of enterprises. When the research by Mirzanti et al. (2015a) was

conducted, no specific programs from the ministry were found that explicitly aimed to reduce the administrative burden on businesses, provide direct incentives, or support the technical aspects of business organizations. At the macro level, entrepreneurship influences national job creation and economic growth.

The study of entrepreneurship policy and its relationship with the entrepreneurship ecosystem in the Indonesian context is still very limited. Unlike the numerous studies on policy implementation or the evaluation of entrepreneurship or MSME programs. The research by Colombo et al. (2019) strengthens the argument that both national and local governments play a primary role and are a significant focus in the governance of the entrepreneurial ecosystem. Furthermore, local governments can play a role in building, supporting, and managing the entrepreneurial ecosystem at the regional or city level. The Jakarta Provincial Government, besides being the center of administration and business, can also serve as a patron in the development of policies for other Regional Governments. The topic of entrepreneurship policy and the entrepreneurship ecosystem, along with the research locus in Jakarta, has become a new area of study. By the end of December 2024, there were 75 research articles on the topic of PKT or Jakpreneur Jakarta indexed by Google Scholar and 40 articles indexed by Semantic Scholar.

Table 1. Articles with “Jakpreneur” Topics

Year	Indexed <i>Google Scholar</i>	Indexed <i>Semantic Scholar</i>
2020	1	-
2021	11	6
2022	21	13
2023	26	12
2024	16	9
Total	75	40

Most research praises the Jakpreneur Program's entrepreneurship policy, Prawesti et al. (2023), Dini (2022), and Wijaya and Nuringsih (2022) found that the Jakpreneur program plays an important role in supporting the growth of MSMEs in Jakarta. Then it provides benefits such as the expansion of marketing relationships and increased business turnover, as well as a significant effect on business success. However, there are notes that need improvement in the implementation of the program. Research by Katya and Saraswati (2021) and Wulandari (2019) provides an overview of the collaboration process in the Jakpreneur Program and the actors involved. The success of this program demonstrates the importance of collaborative governance in the implementation of government programs involving various stakeholders. Through the entrepreneurial actors of the PKT Program, collaboration has already been established, but the entrepreneurial ecosystem has not yet been well developed.

Furthermore, Katya and Saraswati (2021) describe the process and forms of collaboration in the Jakpreneur program. In their research, it was found that the stakeholders who became collaborative actors were (1) the Jakarta Provincial Government as the initiator of the

Jakpreneur program for MSME empowerment; (2) MSMEs that are the focus of the Jakpreneur program's empowerment; (3) Entrepreneurship Mentors, who act as a bridge between the Jakpreneur supervising agency and the fostered MSMEs; (4) including private parties, the community, and civil institutions/communities that collaborate in the program. The collaboration process among stakeholders was effective through activities from the P1-P7 stages of the Jakpreneur Program.

Then Wulandari (2019) analyzed the collaboration of the actors involved in the management of the Integrated Entrepreneurship Development Program (PKT) at the KUKMP Office in West Jakarta in 2017-2018. This study found that the PKT Program of the KUKMP Office in West Jakarta has successfully formed good collaboration between the government, the community, and the private sector. However, there are still several obstacles that need to be addressed, particularly in terms of data integration and communication among actors. The success of this program demonstrates the importance of collaborative governance in the implementation of government programs involving various stakeholders.

Based on research articles related to the Integrated Entrepreneurship Development Program (PKT) or Jakpreneur, there are several points of reference in this dissertation research. First, the Jakpreneur program plays an important role in supporting the growth of MSMEs in Jakarta. Second, the Jakpreneur program provides benefits such as the expansion of marketing networks and increased business turnover, but there are shortcomings in its implementation, such as mentoring and a lack of human resources. Third, government support and networking have a significant effect on the success of Jakpreneur members' businesses. Fourth, the collaborative actors of the Jakpreneur program are (1) the Jakarta Provincial Government; (2) Jakpreneur program MSMEs; (3) PKT mentors; and (4) the private sector, community, and civil society organizations/communities. And fifth, the PKT program has successfully formed good collaboration between the government, community, and private sector.

3. METHODS

This research used a qualitative approach, with data obtained through interviews, observations, and documentation with testing triangulation. This study focuses on understanding the real experiences and perspectives of people involved in entrepreneurship programs, especially the Jakpreneur program in Jakarta. Through interviews, observations, and document analysis, qualitative research helps explore how and why the program works or fails in practice. Interviews were conducted with 16 informants, including 5 informants from the Jakpreneur program organizers, 2 informants from collaborator partners, and 2 informants from non-partner stakeholders. In addition, 5 business actors participating in the Jakpreneur program and 2 non-participating MSME business actors in Jakarta.

4. RESULTS AND DISCUSSIONS

The Integrated Entrepreneurship Development Program (PKT) or Jakpreneur of the Jakarta Provincial Government is regulated by Governor Regulation (Pergub) No. 2 of 2020.

This 2020 Pergub is a revision of Pergub No. 102 of 2018 due to changes in the concept of integrated entrepreneurship development and changes in success indicators. This program was initiated at the end of 2017 as a development of the "One Kecamatan One Center for Entrepreneurship" program, also known as OK OCE. This gubernatorial regulation is part of the Jakarta RJPMD for the years 2017-2022, which targets 200,000 entrepreneurs over 5 years and aimed to build and activate 44 community entrepreneurship development posts (at the sub-district level). The Jakpreneur targets three groups, namely, *Beginner Entrepreneurs*, *Upgraded Entrepreneurs*, and *Job Seekers*.

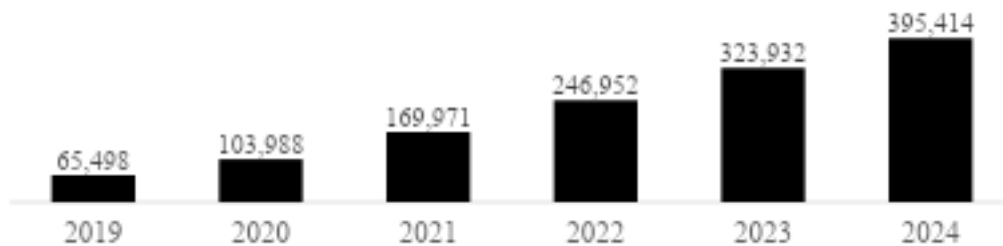


Figure 2. Cumulative Number of PKT Program Participants in 2019-2024

There are seven stages of entrepreneurship development in the Jakpreneur program, abbreviated as 7P, promoted as "7 Steps to Guaranteed Success." The seven stages are: (P1) Registration as the first step that must be taken by prospective participants of the PKT program. Then (P2) Training, which is the stage after participants register or are registered on the Jakpreneur platform. (P3) Mentoring, in the form of free consultations for participants (mentees) provided by the relevant SKPD. (P4) Licensing is the stage where PKT participants are given easier access to manage their business permits. The minimum permit that participants should have after passing P1-P3 is IUMK. (P5) Marketing involves efforts to promote the products of PKT participants, supported both online and offline. (P6) Financial Reporting, at this stage, participants will be taught in-depth how to prepare business financial reports. (P7). Capital, at this stage, the participants receive support in obtaining credit from Bank DKI. At this stage, participants receive credit from Bank DKI.

The number of participants in the Jakpreneur program as of December 2024 is 395,414 participants. An interesting aspect of the Jakpreneur program is that the majority of participants are women, accounting for 62.50%. Compared to men, this achievement also exceeds the initial plan, which targeted only 200 thousand over the 5 years the PKT program was run. However, there is a gap between the entrepreneurs who register (P1) and those who continue to the marketing and development stages (P5-P7). At the Financial Reporting (P6) and Capitalization (P7) stages, it is only 0.5%. The number of PKT participants generally only reached 64.4% training (P2), then 38.7% mentoring (P3), and 21.7% assistance with licensing (P4). This showed that in terms of quantity, the Jakpreneur program has successfully exceeded the target number of registrants over the past five years. However, in terms of quality, the Jakpreneur program has not yet succeeded in involving Jakpreneur program participants until the final stage of the program. The mentoring of Jakpreneur participants until the end will impact the quality of marketing, financial reports, and capital.

Table 2. Jakpreneur Participants Per Activity Stage

Activity	Participants	Percentage
P1 Register	395,414	100%
P2 Training	153.025	38,70%
P3 Mentoring	85.805	21,70%
P4 Licensing	NA	NA
P5 Marketing Support	NA	NA
P6 Financial Reporting Support	1.977	0,50%
P7 Capital/Credit Support	153.025	38,70%
Total	395,414	100%

Source: Jakprenuer (Dinas PPKUKM) & Author's Processing

Mirzanti et al. (2015) have developed a conceptual framework for entrepreneurship policy development through an approach at three levels of analysis. Namely (1) Micro Level, focusing on individuals by enhancing motivation, entrepreneurial skills, and business skills. This approach involves entrepreneurship education, training, and mentoring. Then (2) Meso Level, focusing on organizations and companies, including the reduction of administrative barriers, export/import regulations, and support for innovation and technology transfer. Lastly, the macro level addresses the wider environment by fostering an entrepreneurial culture, developing infrastructure, and implementing supportive regulations. The division of entrepreneurial policy levels into macro, meso, and micro levels is in accordance with the continental legal system adopted in Indonesia.

Table 3. Differences in Entrepreneurial Policy Levels

Level	Mirzanti (2015) Research	Research in Jakarta
<i>Micro</i>	Focus on individuals by improving motivation, entrepreneurial skills, and business skills.	Focus on the development of individuals, prospective entrepreneurs, and MSME actors who are new/have started their business from the Jakarta Provincial Government.
<i>Meso</i>	Focus on organizations and companies, including the reduction of administrative barriers, export/import regulations, and support for innovation and technology transfer.	Focus on programs or policies from the Jakarta Provincial Government in developing start-up entrepreneurial businesses and MSME actors in the pillars of the entrepreneurial ecosystem.
<i>Macro</i>	Focus on the broader environment, including the development of entrepreneurial cultures,	Focusing on national (Central Government) policies that support entrepreneurship policies can run sustainably.

Level	Mirzanti (2015) Research	Research in Jakarta
	infrastructure, and regulations that support entrepreneurship.	

This research adopted the levels of entrepreneurship policy in Indonesia from Mirzanti et al. (2015), but with a different perspective, thus differing in focus at each level. The perspective of this research [Table 2] is the Jakarta Provincial Government's policies in developing prospective entrepreneurs and micro, small, and medium enterprises (MSMEs) that are new or have already started their businesses (micro); then the further policies of the Jakarta Provincial Government in developing beginner entrepreneurs and MSMEs within the pillars of the entrepreneurial ecosystem (meso); and the national level policies (Central Government) that support the entrepreneurial policies in the Jakarta Provincial Government to be sustainable.

Although the entrepreneurial ecosystem is not explicitly mentioned in the regulations and their explanations, the implementation of the program has involved actors and stakeholders within the entrepreneurial ecosystem. A study by the World Economic Forum (2014) revealed that the three main pillars of the entrepreneurial ecosystem that contribute to the high growth of an entrepreneur are (i) market access, (ii) workforce, and (iii) entrepreneurial funding and financing. In its implementation, the training and mentoring system of the PKT Program is already quite established, structured, practical, systematic, and flexible for diverse prospective entrepreneurs. The Jakpreneur Program has worked with marketplaces to support participants in digital initiatives, included micro and small businesses in provincial government procurement processes, and organized events. In addition, Jakpreneur has collaborated with Bank DKI to provide credit for new entrepreneurs or micro/small businesses. This shows that the Jakpreneur program has played a role in building several aspects of the entrepreneurial ecosystem. However, the actors in the entrepreneurial ecosystem in Jakarta have not been well-coordinated.

The macro-level entrepreneurship policy of the Jakarta Provincial Government has two identified issues. Namely, the regulations related to national-level entrepreneurship policies are still partial/sectoral and have not been well consolidated and synchronized among regulations. Then, the Jakpreneur program of the Jakarta Provincial Government is still not optimally coordinated with the Ministry and stakeholders. This happens because Governor Regulation No. 2/2020 has not yet adopted the latest regulations related to the entrepreneurship ecosystem. The Jakarta Provincial Government's entrepreneurship policy at the meso level has three identified issues. First, the coordination of Regional Devices in the Jakpreneur program is still collaborative, resulting in suboptimal ecosystem development. Second, entrepreneurial actors have been formed, but the pillars of the entrepreneurial ecosystem have not been optimally built. Third, the Jakpreneur program has not yet optimally involved universities as supporting resources, training and development facilities, and prospective entrepreneurs with high skills and motivation. The entrepreneurship policy of the Jakarta Provincial Government at the micro level has been found to have program orientation issues. The Jakpreneur program tends to be more socially oriented than economically, resulting in the majority of participants having low motivation and lacking basic skills.

5. CONCLUSION

The conceptual framework for entrepreneurship policy in Indonesia, including Jakarta, can use a three-tiered policy approach, namely micro, meso, and macro. Micro-level policies refer to the Jakarta Provincial Government's efforts to support new and existing entrepreneurs and MSMEs. Meso-level policies are the Jakarta Provincial Government's policies in developing novice entrepreneurs and MSME actors within the pillars of the entrepreneurship ecosystem. Finally, the macro-level policy is the national government's policy that supports the Jakarta provincial government's entrepreneurship policy to ensure its sustainability. Entrepreneurship policies in Jakarta are quite complex and messy, as they involve many parties and interests, as well as overlapping regulations. The ecosystem is still sectoral and centralistic, and it does not adequately accommodate regional interests. The output of policies still consists of short-term programs and has not yet optimized the resources possessed by the regions.

Regional Government entrepreneurship policies must be supported by national policies that serve as the basis for regional policies to exercise authority specifically while considering the entrepreneurship ecosystem. Thus, a sustainable collaboration is established between the Central and Regional Governments and the collaborating partners. When recruiting program participants, prioritise motivation and essential skills while upholding key policy aspects: motivation, skills, and opportunities. The entrepreneurial ecosystem approach remains underdeveloped in Indonesian policy literature. However, the phenomenon of suboptimal entrepreneurship policies that have been implemented in various countries, including Indonesia, indicates that an entrepreneurship ecosystem has not yet been established. Then, the limited research on the topic of entrepreneurship ecosystem policies has practical implications for public administration and policy researchers to discuss from various perspectives. This poses a challenge for researchers in the development of concepts and theories, as well as the implementation of entrepreneurship ecosystem policies in the future.

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