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# **LOCAL POLICIES AFFECTING AGRIBUSINESS SYSTEM AND SMALL MEDIUM ENTERPRISE DEVELOPMENT IN EAST LOMBOK – INDONESIA: LESSONS LEARNED FROM CarED Project in East Lombok**

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# **LOCAL POLICIES AFFECTING AGRIBUSINESS SYSTEM AND SMALL MEDIUM ENTERPRISE DEVELOPMENT IN EAST LOMBOK – INDONESIA: LESSONS LEARNED FROM RICE ANALOG PRODUCTION<sup>1</sup>**

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## **ABSTRACT**

Food diversification has been a challenge for some districts in West Nusa Tenggara & the West Nusa Tenggara government its self. Rice staple food dependency has been a major concern in the era of fast land conversion where paddy production is also affected. The government then promotes food diversification policies and programs through the use of other food resources such as maize, cassava, and others. In 2012, the provincial & the district food security agencies established a rice analog processor plant at Masbagik village - East Lombok. The key question that will be answered through this study is to what extent the local government has reached these food diversification policies and programs? What are the challenges found in promoting food diversification through rice analog production? The objectives of this study are to understand the existing condition and performance of rice analog production policies, factors associated with the existing performance of rice analog production, and what are the challenges for future production, policies and programs? Modified participatory action research has been applied to the study (started from July 2016 – June 2019). Workshop, Focus Group Discussion (FGD), in-depth interviews & observation are used for data collection. The preliminary data collected from the study highlight that the rice analog production policies have not been implemented well as it was expected. Limited production activities are taking place to produce rice for commercial and other purposes. The study also found several hindering factors for the rice analog production such as the machine failures, absence of proper formula, no business plan was developed, and no clear demand of rice analog. The study identify the future challenges in producing rice analog such as the need to develop proper rice production formula, effective marketing of the product, the need to improve the capacity of human resources involved, and the availability of raw matterial for the rice analog production – maize, cassava, and sea weed flours.

Key words: Food, diversification, rice, analog

## **1. INTRODUCTION**

East Lombok is one of 9 districts of the West Nusa Tenggara Province (WNT), covers a land area of 2, 679, 88 km<sup>2</sup> and sea of 1.074.33 km<sup>2</sup>. Almost 60% of the total area is highly fertile land for agriculture with mainly rice paddy for 65,231 Ha besides corn (86,860 Ha) and cassava (818 Ha). Potential area of seaweed cultivation in the coastal area of Teluk Ekas up to 2000 Ha although effectively used area is only 520 ha. However the high potency of agricultural land and sea had not been able to make the people move out from the poverty. According to the Department of Social and Labour, about 21.55% of the East Lombok population is fall under the poverty level.

Previous related activity was a series program conducted by Universitas Mataram (UNRAM) in collaboration with a Food Security Agency (BKP) of WNT that focused on the development of local food products. The acitvity has created a group of farmers as Small-Scale Enterprise (SSEs) that were capable in processing fermented cassava flour (CV. Ijo Mekar), corn and seaweed into a analog rice products. However, lack of skill and knowledge to develop the products, poor post-harvest practices, inadequate marketing infrastructure and business development services are limiting the economic development in this area.

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<sup>1</sup> This article is produced from the preliminary data collected from a collaborative research between the University of Mataram and Gadjah Mada University – carried out under the *Community Resilience and Economic Development (CaRED) Programme* entitle “ Smallholder Livelihood Improvement through Small Scale Functional Analog Rice Food-Base Processing Enterprise: An Action-Research Approach to Smallholder Agribusiness and Food Processing Industrial Development in East Lombok – West Nusa Tenggara Province”.

The population density of East Lombok is accounted of 720/km<sup>2</sup> (1.166.365 people), with 526.179 are man and 604,186 are woman (BPS NTB 2013). By taking considerations that human recourse development plays major role in the community economic growth, strengthening capacities of individual society is important for economic development of for East Lombok. Moreover, potential activities of the economic elements found in this area such as micro- scale producers (MSPs) of the three selected crops (Corn, cassava and seaweed), trained farmers (SSEs), a government aid machine for processing analog rice, and many other hidden resources are believed will be a positive driven for the economic growth of East Lombok. In addition to the activities, improvement of the previous products that have been developed before to be healthier products is believed to have more benefits.

Increase in number of some degenerative disease recently such as cancer, diabetes has influenced people to change their lifestyle including choosing to healthy food. One of source of healthy food cultivated in East Lombok was Lebui (pigeon pea). This pea is traditionally consumed as sayur and other kinds of food in Lombok. Bioactive compounds in Lebui have been already reported to have some bioactivities such as antioxidant, antidiabetic and antihypertensive.

A collaboration work between University of Gadjah Mada, University of Mataram and the Government Food Security Agency of WNT (BKP) supported by New Zealand experts will set a Program in the theme “Sustainable Economic and Livelihoods Opportunities (SELO)”. The activity will be focused to develop functional analog-rice industry based on selected local resources i.e cassava, corn, seaweed that will be enriched using pigeon pea flour. The project is designed to support community capacity building and income generating activities. Employment opportunities, economic life of small-holder farmers and vulnerable small-scale producers will also be improved during three year program (2016-2019).

In the first year, activity will be focused on research, trainings and workshops on related aspects. Research on relevant topics for strengthening all elements limit economic growth to recognize constraints limit the development of agroindustrial product through “redefined” extension service system, records community livelihoods/assets and other economic aspects. Research also will be carried out on optimization of food formula and scale up process which will be conducted during the first year of the program. In vitro assays on bioactivity of bioactive compounds contained in the products such as antioxidant, antidiabetic, antihypertension will be also conducted in this year. Trainings will be conducted especially to increase community capacity building. Workshop will be conducted to generate ideas related to proposed activities, to explore issues and opportunities, stimulating the development of Small-Medium Enterprise (SME) producing pigoen enriched Analog Rice.

The second year will be directed for development of action plan, strengthening capacity all elements involving farmer groups (SSEs) supplying raw mataterials i.e casava (CV Ijo Mekar ) and processing analog rice (UD KAYA RASA) , high competency university staffs of Unram and UGM, and BKP. Preclinic study of the products will be carried out in this year. The third year activities will be concentrated on the mentoring, evaluation, reflection and business and partnership development. In this year, process to register of products to gain legality of the product will also be conducted. The main objective of this collaborative project is benefit to farmers on agroindustrial bussiness system which will focus the activities on the elevating skills, knowledge and competency of farmers in developing analog rice based on local reources in order to push economic growth.

Expected output of the program is high capacity of a SSEs working on cassava, corn, seaweeds and pigeon pea which will be actively work with the foster Small-Medium Scale enterprise capable processing functional analog rice. At the end of the project outcome is increasing resilience of the East Lombok people. Healthier products of analog rice will also be expected and then can be used to combat some degenerative disease occurred in community of East Lombok especially.

## **2. THE HISTORICAL BACKROUND AND SUPPORTING POLICIES ON RICE ANALOG PRODUCTION IN EAST LOMBOK**

### **2.1. The Start of the Rice Analog**

UD KAYA RASA started since 2012 when Prof. Ahmad Subagio from Jember University accompanied by provincial food security agency staff visited East Lombok District and offered a support on “Deligent Rice” (Beras Cerdas) production. With the support from food security section at the East Lombok Food Security Agency, the team met “ASAS” (Aliansi Strategi Solidaritas-Lombok Timur) – a local NGO with a legal standing where Pak Hendra was belong to this NGO.

Then in 2012 a decision was made where East Lombok was the one who will get this program & rice deligent machine. The machine was delivered to the district in December 2012. In 2013, the building for rice production was constructed and the machine was installed. The technician from KL Protech (the machine producer) trained the local staff (Pak Irwan) to operate the machine and learned to produce deligent rice analog. There was not any fix “Rice Production Formula” shared by the technician to the local staff at that time. Since then, rice production just took place few time, depend on the request until the machine broken and stop in rice production. In 2014, the machine was not opperated to produce rice. Most activities involved in government inspections and auditing for the machine. Sometimes the staff turned the machine on as part of maintenance.

In 2015 the University of Mataram in collaboration with provincial food security agency initiated rice analog production, and as results then UD. Kaya Rasa was able to produce rice analog again. However, the production process discontinued due to the absence of proper rice production formula. Study visit was conducted to Blitar (Jember) to learn rice analog production, but still the machine was not able to produce rice analog – again the local staff could not learn the correct formula to produce a high quality rice analog.

The rice analog production could not operating well as it was expected. Information from Pak Rohady (Ijo Balit, the Mocaf producer), he tried to promote and help UD Kaya Rasa to sell the product (5 packages), but it did not work – no one wanted to buy the product. Another interview with local government staff at Food Security Agency of East Lombok confirmed that the Industry failed to use the local government budget for 2 years subsequently (2014 – 2015). As results, the local office of planing board (Bappeda) did not propose the same budget in 2016.

### **2.2. Government Policies on Food Diversification, Industry and Smallholder Empowerment: Policy Formulation**

All policies, from the national to the local (provincial and district) levels highlight the importance of food security and diversification, small and medium enterprise development, and smallholder empowerment (Anonim, Rencana Pembangunan Jangka Menengah Daerah, 2015). In-line with the national policies, the provincial and the district policies also highlight the importance of food security and diversification (Hartina, 2016; Sapirin, 2016). The provincial agency of food security stated that the ultimate goal of food security development is to promote a sustainale food security. Six top priority programs have been developed to achieve this goal namely (1) Villages and areas of self food sufficiency, (2) Government and community food stoch and reserve, (3) LDPM and PUPM, (4) Food distribution and price, (4) Food safety, and (5) *Diversification of food consumption*. The rice analog production is belong to the last program where the government is introducing technologies to process cassava, maize, sea weed and others into rice analog. The use of term “rice” still important to ensure it should be the meal and not as additional food or cake as it is common percpetion here in Lombok if someone eating cassava or other types of food except rice they still think they have not taken their main meals (Hartina, 2016).

The East Lombok Agency of Food Security also put the same priority on food diversification. In his presentation, the head of food agnecy stated that the main objectives of accelerating food

diversification is aimed to achieve three main objectives such as improving the local community income, improving the use of local food resources and processed food, and to improve food diversification and nutrition – gizi (Sapirin, 2016). Moreover, in the strategic plan of food security agency it is stated that East Lombok District is improving food security through several programs, and one of them, among the others<sup>2</sup>, is through accelerating food diversification to reduce community dependency to the rice as a staple food. In the same document, the stated indicator for this food diversification program is the availability of rice analog which is called as “*Terealisasinya pengadaan beras cerdas*”<sup>3</sup>. Policies on small and medium enterprises development and farmer empowerment also pay attention on the importance of increasing the small scale industries and the need for farmer and smallholder empowerment.

### 3. METHODOLOGY

**An action-research method** is applied to this three year collaborative research project, start in July 2016 and will be completed in December 2019. **The first year project activities** will mainly be focused on research activities, that covering two research components, (1) social/policy/agribusiness research, (2) food science research. Consequently. A mix method approach will be used in these research activities, combining social research methods and laboratory experiment. Various data collection techniques have been applied to collect social/policy/agribusiness and food science data such as observation, survey, in-depth interview, and focus group discussions. Data processing and analysis have also combined both qualitative and quantitative approaches.

Research activities for the first year of the project are: (1) **Social/policy/agribusiness research components**: 1.1. Household survey at the project location to understand the existing smallholders' livelihood assets; 1.2. Policy analysis and studies to understand the existing policies affecting agribusiness system and small medium enterprise development; 1.3. Value chains studies for cassava, maize, seaweed, and lebei; and 1.4. Workshop to share the research findings. (2) **Food science and processing research components**: 2.1. Social community studies through survey to understand the existing local traditional food processing technologies; 2.2. Laboratory research on optimization research formula low Glycemic Index and Market promotion; 2.3. Analysis GI and Nutritional value (*In vitro* and *In vivo* test); 2.4. Workshop to share the research findings; and 2.5. *In vitro* assays on bioactivity of bioactive compounds contained in the products such as antioxidant, antidiabetic, antihypertension.

**The second year activities** of the project will focus on “action” to improve stakeholders' capacity on agribusiness and food processing components that may lead to the adoption and diffusion of recommended technologies and practices. The project team will run workshops to develop and make an agreement on the Action-Plan, *capacity building activities such as training, study visit, group discussion, field demonstration, and others*. The contents of these capacity building activities will be identified from those two research components. These activities will strengthen the capacity of all key players along the value chains such as farmers and farmer groups, food processors such as CV

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<sup>2</sup> Program Peningkatan Ketahanan Pangan: 1. Pengembangan Cadangan Pangan Pemerintah (Pengisian Gudang Cadangan Pangan); 2. Pengembangan Desa Mandiri Pangan; 3. Pengembangan Lumbung Pangan Desa; 4. *Percepatan Penganekaragaman Konsumsi Pangan* (P2KP); 5. Penguatan Lembaga Distribusi Pangan Masyarakat (LDPM); and 6. Pembinaan Kelembagaan Lumbung Pangan.

<sup>3</sup> Program Peningkatan Ketahanan Pangan: (1) Terealisasinya pengisian gudang cadangan pangan; (2) Tersedianya cadangan pangan daerah dari jumlah konsumsi pangan; (3) Meningkatnya kemampuan desa mandiri pangan dalam penyediaan pangan; (4) Meningkatnya jumlah dan kemampuan lumbung pangan desa; (5) Terbinanya kelembagaan lumbung pangan; (6) Tertanganinya desa rawan pangan; (7) Meningkatnya pemanfaatan pekarangan untuk pengembangan pangan; (8) *Terealisasinya pengadaan beras cerdas*; (9) Terpantaunya HPP dalam upaya stabilitas harga gabah/beras; (10) Diketuainya tingkat akses pangan masyarakat; and (11) Tersusunnya laporan berkala kondisi ketahanan pangan daerah

Ijo Mekar/UD Kaya Rasa/others. The action stage will also strengthening the capacity of the Research Team from Mataram University, UGM, BKP, and New Zealand partners. As results, farmers and their groups could supply raw materials such as cassava, maize, seaweed, and other raw materials to food-base processing enterprises sustainably. Furthermore, the second year activity will help the farmers/farmer groups, and the food-base processing enterprises to implement and run their business activities.

**The third year activities** of the project will be focused on reflection and evaluation of the whole project interventions in both social/policy/agribusiness components and food processing/technology components. Lessons learned and follow-up activities will be developed in this stage of action research. This three year action research approach is summarised in Figure 1.

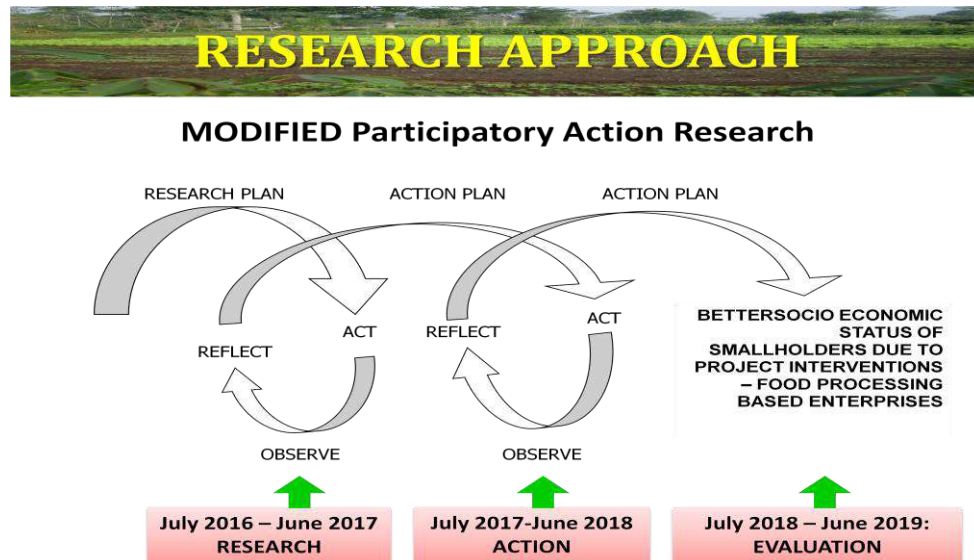


Figure 1. The Study Approach

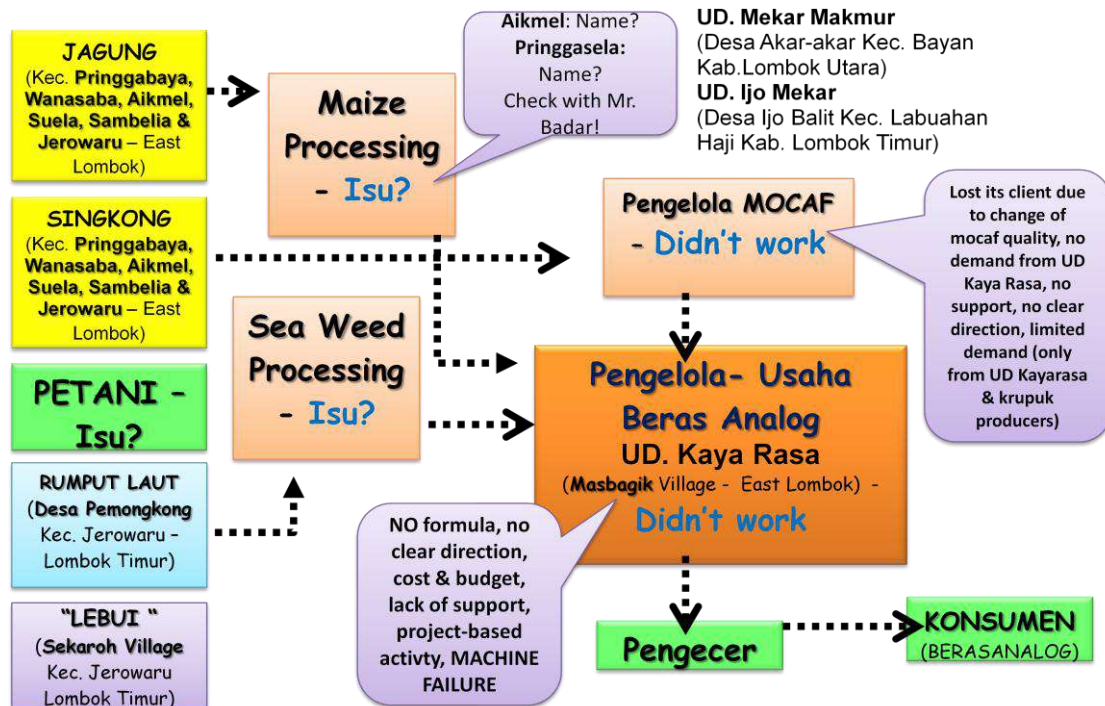
## 4. RESULTS AND DISCUSSION

### 4.1. Policy Implementation and Performance: The Case of Rice Analog Production

The production of rice analog is an example of government intervention on food diversification policy. It is a product through with food crops such as maize, cassava, sea weed and others are processed to produce “rice” – which is similar to rice (instead of eating them in their normal form). It is a psychological approach wher in fact people tend to feel having their meals if they eat rice.

Field visit and obervation to the UD Kaya Rasa found that the rice analog prodcution has stoped and no rice production process taking place. It was not only due to the machine failure (did not work) but also at the same time the rice analog production does not have clear and proper formula for the best rice analog production. The local operator did not have enough skills to fix the machine – he has no ideas what to do.

# VALUE CHAIN STUDIES



## THE EXISTING SITUATION OF UD KAYA RASA



Figure 2. Value Chain Studies and the Existing Situation of the Enterprise

Even though there is no clear organisational structure of this business organisation, the manager of UD Kaya Rasa explained the following structure that also did not work – Figure 3. The study also found this processing organisation did not have any business plan, even the un written one. It was established with no clear business direction – the national government just “drop” or “gave” the machine to the local people at the district level. The manager could not explain anything about business plan, and even the feasibility analysis.

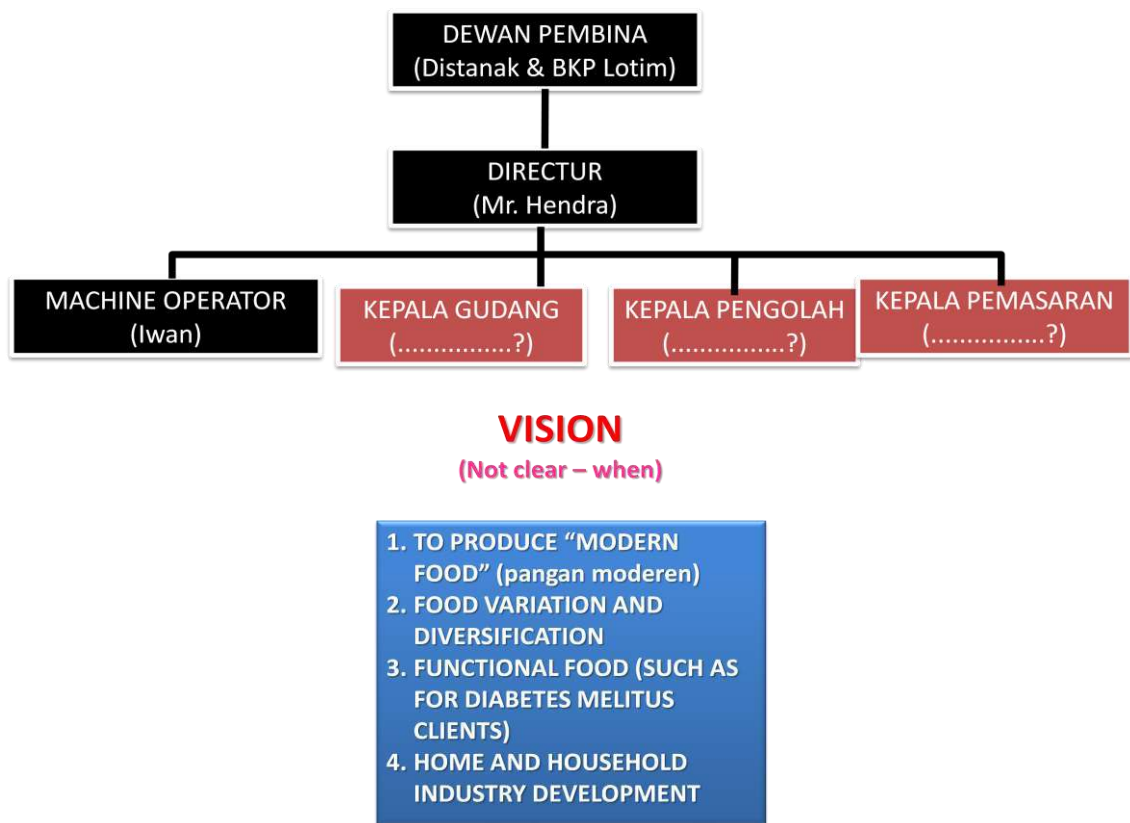


Figure 3. Organisational Structure of the Industry

#### 4.2. Factors Affecting Performance: Lessons Learned from the Study

This preliminary data highlight the following factors associated with the policy performance, especially in the case of rice analog production:

- (1) It was a top-down approach to small scale food processing-base “enterprise”. The national government through an agency promote the machine to the local, provincial and district food security agencies, to take the machine and run the rice production business. As results, there was not any business plan, and there wasn any systematic activities after the instalation of the machine.
- (2) Lack of inter-agency interactions and supports. The local office of industry and trade did not take any responsibility in the rice production processes due to the lack of its involvement in the initial stage. Other agencies such as food security agency, agricultural and livestock office, agricultural extension, and the research and development agencies are not in the same page to address the issues and support the food processing enterprise.
- (3) It was a project-base approach. No follow-up activities after the project. As an enterprise, it should have a proper management/business plan, but it does not exist yet.
- (4) Lack of support on technical as well as soft skills in the processing plant. Once the machine broken, there was not any corrective action taken to fix the machine.
- (5) Absence of clear vision of the UD Kaya Rasa busines, and as results lack of supporting activities to achieve the business vision. No clear information and calculation about how much the production cost, oeprational cost, and other costs for the production and other cost components such as fix cost, variable cost, feasibility study, and even the price for the products.
- (6) Issues of proper formula in producing rice analog. According to the rice production manager, there was not a clear and correct formula in producing the rice.

- (7) No clear marketing segment for the rice, and therefore there is no marketing and promotion plan in place.
- (8) Rice analog production has not been planned seriously – no clear road map. It just about delivering the rice analog processing machine such as those found in other areas and villages where the same thing happened. In North Lombok district for example, the national government provided machines for candlenut and cocoa processing, but both machines never been operated. The capacity of local people never been improved while the capacity of power supply never been considered.

These findings supporting the finding discussed by Yoshino and Taghizade-Hesary (2016) where Small and Medium Enterprises (SMEs) could not perform well due to factors among others such as *“lack of resources (finance, technology, skilled labor, market access, and market information); lack of economies of scale and scope; lack of networks that can contribute to a lack of information, know-how, and experience of domestic and international markets;....lack of entrepreneurial zeal, capacity, and know-how”* (Yoshino & Taghizadeh-Hesary, 2016). Another study found that *“...access to finance, availability of management experience, access to business information, access to infrastructure and government policy and regulations are the key socio-economic factors affecting the performance of businesses (Kamunge, Njeru, & Tirimba, 2014). Similar to these findings, another earlier study concluded that lack technical and managerial capabilities, access to greater markets, access to finance, skilled workers, and lack of access to information are vital to business”* (Tambunan, 2008).

#### **4.3. The Way Forward**

The following actions are needed to support the rice analog production and marketing – UD Kaya Rasa to be operational:

- (1) There is a need to bring all key stakeholders together to discuss and formulate an effective action plan to support the policy on food diversification, food security and food safety – especially the production of functional rice analog in East Lombok districts. The key stakeholders should come from research and development agencies such as the Universities (Mataram University, Gadjah Mada University, and Massey University), research and development agencies, provincial and district government agencies – Food Security Agencies.
- (2) Once the key stakeholders agreed and developed a share vision about the production of rice analog, then they should develop action plan in three points: (i) Types of research and development activities to support the policies on food security, diversification, small scale and food-based industrial development, and smallholders empowerment; (ii) Types of capacity building activities to improve the capacity of local communities, the production manager and staff, the local government agencies and personnel that are required for the operationalisation of the machine and the rice production machine; (iii) government support on policies and proper building construction for the rice analog production. There is a need to have “Standard Operational Procedures” (SOP) for all related activities such as production and factory system, transportation components, raw material supply, and the end product storage. It is a system approach to community development – see Figure 4.

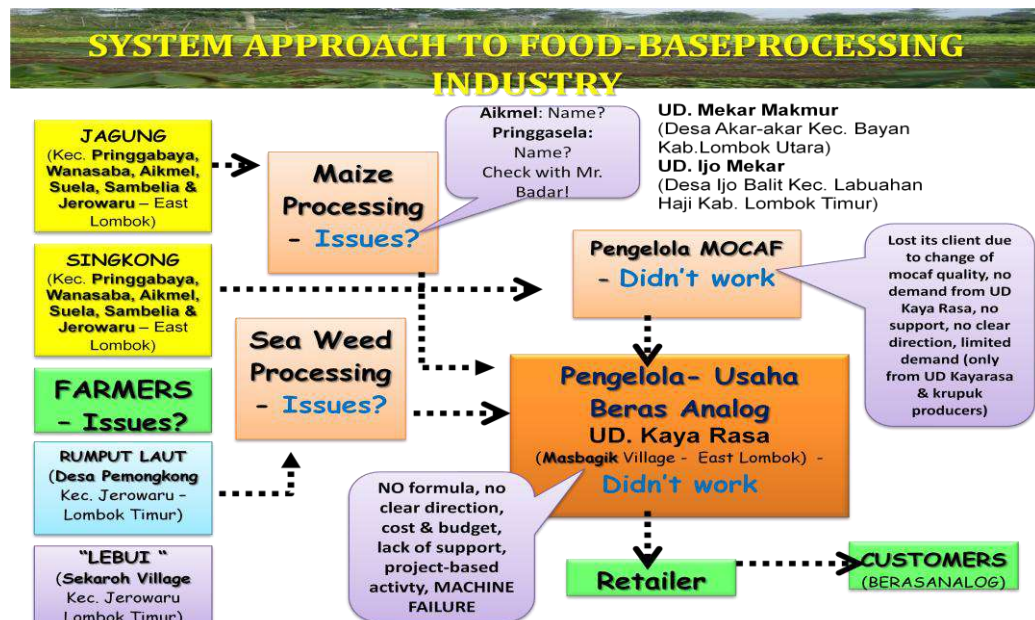


Figure 4. A System Approach to Food-based Processing Industry

- (3) There is a need to develop and agreed on the “stakeholder participation mechanism” to ensure that every one contribute and share their resources for the success of the rice analog production.
- (4) The last critical points to think is the monitoring and evaluation plan. It is critical to prepare a monitoring and valuation plan to see the progress and to take corrective measures during the policy implementation.

In addition, the local government should start offering basic business and financial management skills as this will enable entrepreneurs to make informed investment decisions and enhance their entrepreneurial skills that enable them to recognize and exploit the available business opportunities.” (Kamunge, Njeru, & Tirimba, 2014). There is a need to help the processing industry to develop an ability to respond to market signals, to develop personal networking and systematic operational management of the firm (Ayupp & RabaahTudin, December 2013). In line to these suggestions, Canice and Jane (2016) suggested a need to enact policies that will promote and sustain the adoption of identified survival approaches – adequate capital, good infrastructural facilities, seasonal availability and low cost of raw materials (Canice & Jane, 2016).

## 5. CONCLUSIONS AND RECOMENDATIONS

### 5.1. Conclusions

Supporting policy statements and a single technical innovation (rice analog production machine) are not enough to create substantial changes, include those in the field of food security, food diversification, and food safety. The preliminary data collected from this collaborative study highlight that the rice analog production or in the policy document it is stated as “*beras cerdas*” production have not been materialised as it was expected. Limited production activities are taking place to produce rice, but fail to go further into commercial stage and even to accelerate food diversification in the social system. The study findings highlight the importance of other supporting components within the deligent rice production system such as the need for other *technical inventions and innovations* (proper and innovative formulas of deligent rice; production house construction; appropariate and standardised production and transportation of raw materials); the *availability of social innovations* (effective management plan; business organisation; social marketing; inter-agency coordination and collaboration; etc.); *supporting human resources* at all components of the system (raw material production and transportation; deligent rice production, storage, delivery and marketing); and *supporting social system* (having good knowledge on deligent rice; willingness to consume deligent rice; etc.). These supporting elements should be in place if the government wants materialise the deligent rice production and at the end consume by the

communities. Otherwise, the supporting policy statements would only be a normative statement and documents.

## 5.2. Recommendations

The study identify the future challenges in producing rice analog such as the need to develop proper rice production formula, effective marketing of the product, the need to improve the capacity of human resources involved, and the availability of raw material for the rice analog production – maize, cassava, and sea weed flours.

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