

Participatory Governance Practices in Incubators in Growing and Developing UMKM in Makassar City

Nurul Anniza¹, Hasniati¹, Badu Ahmad¹, Syahribulan¹

¹Doctoral Program of Public Administration, Faculty of Social and Political Sciences, Hasanuddin University, Makassar, Indonesia

Abstract. *Participatory governance practices in the Makassar City MSME incubator involve various parties to support the development of micro, small, and medium enterprises (MSMEs). The Makassar City Cooperative and MSME Service maximizes the role of incubators to assist 3,000 MSMEs, including through training and mentoring in financial management, digital marketing, and improving product quality. The purpose of the Inclusive Governance Research on the MSME Incubator program at the Makassar City Cooperative and MSME Service is to describe and analyze participatory governance practices in the Incubators in growing and developing MSMEs in Makassar City. This study uses a descriptive qualitative research method, with data collection techniques through observation, interviews, and documentation. The results of this study are Participatory Governance Practices on Inclusive Governance at the Makassar City Incubator Center show that community participation in the Makassar City incubator center program is not optimal. Although there are many benefits felt by the community in terms of improving business quality, income, consumers and business relations, participation in following all stages of the incubation process is still lacking. Based on data from the Cooperatives and SMEs Service, there are 2,162 MSMEs that entered the pre-incubation stage. However, after the classification curation was carried out, only 510 MSMEs passed the incubation stage, and only 113 reached the acceleration stage.*

Keywords: *Inclusive Governance, Participatory Governance, Community Participation*

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INTRODUCTION

Participatory governance is an approach to decision-making that emphasizes the involvement of community members in the development and implementation of policies and projects that affect their lives (Rijal, 2023; Uddin et al., 2021; Ciasullo et al., 2020). Participatory governance is about creating opportunities for community members to be involved in the decision-making process. Based on the definition of Ahmad & Islam (2024), inclusive development is development that includes the participation of marginalized communities, government sectors, political sectors, and economic sectors that are interrelated in the social process to improve community welfare, uphold sustainable resources, and community empowerment.

Lal (2021) argue that there are six reasons why inclusive development is considered appropriate, namely: a) normative considerations, worrying that the poor will be marginalized in community life; b) legal reasons, namely human rights; c) economic reasons, ensuring economic production by future generations and to strengthen community-based economic bodies; d) security, namely the poor have legal access so that they live in safety; e) democracy,

involvement in decision-making and the distribution of resources and welfare; f) relational arguments, namely seeing poverty as a result of the actions of others.

Based on the opinions of the experts above, the researcher concludes that inclusive development is a development concept that emphasizes social aspects by distributing development benefits fairly, eliminating exclusivity, and involving community participation, especially marginalized communities (Scheyvens & Biddulph, 2018; Roseland, 2000; Ngepah, 2017). Position of Inclusive Development The main focus of inclusive development was initially only on social aspects which were then expanded to include social and environmental aspects (De & Vijge, 2021; Gupta & Vegelin, 2016).

Inclusion is a requirement for governance practices that are stated in public policies and services to run (Sanders & Scanlon, 2021). Inclusion ensures that the voices and aspirations of citizens are absorbed, and also ensures that the role of citizens is taken into account in public policies. Gil-Garcia et al. (2020) said that, inclusion requires active citizens as well as open government. With inclusion, innovative government policies that are based on citizen needs can be formulated.

The Business Incubator concept developed is a vehicle for commercialization of research and creation of new jobs, which ultimately creates jobs, which are expected for a business process that has added value and is able to create jobs and close cooperation between industry, society and government. So that this process will be able to change and find a new model into an innovation, so that a value creation process occurs which will have a positive impact on the emergence of technology commercialization that is able to encourage the creation and improvement and develop the value of community welfare (social wealth creation and social wealth improvement).

METHODS

This study uses a qualitative approach with a descriptive research type. This approach was chosen to describe in depth the phenomena that occur in the field through direct observation and interviews, without using statistical analysis. Qualitative methods allow researchers to reveal descriptive data in narrative form, either in the form of speech, writing, or the behavior of the observed subjects (Tracy, 2024; Rodriguez & Storer, 2020). Through this approach, researchers can understand social reality from the perspective of informants and feel directly the experiences they experience in the context of everyday life. The research strategy used is a case study because it is considered the most relevant to examine phenomena in depth and contextually. To analyze the relationship between data and theory, a pattern matching technique is used which aims to connect empirical data with theoretical propositions (Bouncken et al., 2021; Zeithaml et al., 2020). This research was conducted in Makassar City, South Sulawesi, because this city is a center of economic growth that has various supporting facilities for the development of Micro, Small, and Medium Enterprises (MSMEs), including the existence of Business Incubators. The research was conducted for four months, from February to June 2025. Data collection was carried out through active observation in the field and in-depth interviews with informants who have relevant experience and knowledge of the research issue. The observation unit includes MSME actors, local government officials, community leaders, and managers of Business Incubator institutions. Research informants consist of two main groups, namely key informants and general informants. Key informants are parties who have authority and strategic knowledge related to the research topic, namely officials from the Makassar City Cooperative and UMKM Service and the Incubator Center Management Technical Team. Meanwhile, general informants are UMKM actors who directly experience the impact and dynamics of the development of the UMKM Incubator. The criteria for selecting informants include five aspects: domiciled at the research location, knowing the problems being studied, being able to express arguments clearly, feeling the impact of the problems directly, and being actively involved in the process being studied. The

total informants consist of one head of service, one secretary of service, one head of division, one incubator manager, and three UMKM actors.

In this study, researchers used two types of data sources, namely primary data and secondary data. Primary data were obtained directly through interaction with informants, either through in-depth interviews or field observations. The selected informants were actors and groups who were directly involved in the inclusive governance process in the development of the MSME Incubator in Makassar City. Meanwhile, secondary data were obtained from official documents, relevant literature, activity reports, work plans, MSME statistical data, and various other sources that support the validity of primary data. Data collection techniques were carried out using three main methods, namely in-depth interviews, observation, and documentation. Interviews were conducted face-to-face with a structured approach, using interview guidelines that had been prepared based on the dimensions of inclusive governance theory. This approach allows researchers to dig up information in depth from various informant perspectives. Observations were made to observe the behavior of actors, marginalized groups, and stakeholders involved in the development of the MSME Incubator. Researchers recorded findings in the field through field notes that became the material for analysis. Meanwhile, documentation was carried out by collecting and analyzing various documents related to the research object, such as activity implementation reports, work plans, and other supporting quantitative data. Documentation also includes interview recordings as part of empirical evidence. Data analysis in this study follows a qualitative approach as described by Miles and Huberman, which includes three main stages: data reduction, data presentation, and drawing conclusions. Data reduction is the process of selecting, simplifying, and organizing raw data into relevant information. This process begins at the beginning of data collection and continues until the end of the study. Data presentation is done in the form of descriptive narratives containing the results of interviews, observations, and documentation, arranged based on the main themes that emerge from the analysis. The final stage is drawing conclusions and verification, where researchers identify patterns, causal relationships, and main themes from the data that has been presented. Initial conclusions will continue to be verified through data triangulation and cross-checking between informants to ensure the validity and reliability of the research findings.

RESULTS AND DISCUSSION

MSMEs play a very important role in the economy of Makassar City. This sector is not only a major contributor to job creation, but also contributes to strengthening the regional economy. Therefore, the role of MSME assistants is very vital in providing direction, support, and solutions to MSME actors so that they can develop and compete in an increasingly competitive market. Along with the development of technology and globalization, the challenges faced by MSMEs are increasingly diverse. Therefore, the Makassar City Incubator Center assistant must have high adaptability and always follow the latest developments in the business world.

As stated by the Head of the Makassar City UMKM Service, the Government directs incubator experts to always be refreshed in developing or upgrading themselves. So that the goals of the Makassar City Government can be realized. Participatory governance at the Incubator Center in Makassar refers to a management model that involves various related parties in the process of developing Micro, Small, and Medium Enterprises (MSMEs). The goal is to ensure the sustainability and effectiveness of the program by involving business actors, local governments, and other related parties in decision making and program implementation. Here are some types of assistance at the Incubator Center, namely:

Table 1. Assistance for MSMEs in Makassar City

No.	Duration of MSME Assistance	UKM Participant Background	Types of Mentoring
1	±11107 minutes	Culinary, Craft and Fashion Fields	PIRT and Halal Certification Consultation
2			Product Photography Consultation and Logo and Packaging Design
3			Digital Marketing Consultation
4			Financial Management Consulting
5			Product Consultation
6			Business Management Consulting
7			HR Consulting

Source: Makassar City Incubator Center, 2025

The collaboration carried out by the Makassar City Cooperative and UMKM Service and the Incubator Center with potential partners, namely the Makassar City BUMN House, Banking (Mandiri, BSI), PNM, Financial Services Authorization, Pegadaian, IndigoHub Makassar, Andalan Packaging House (South Sulawesi Trade Office), South Sulawesi Provincial Cooperative and UMKM Service Packaging House, Ministry of Law and Human Rights, South Sulawesi Regional Coordinator, State Islamic University & KOPMA State Islamic University, Muslim Entrepreneur Community, Makassar Akumandiri Community, South Sulawesi Industrial Training Center, Garda Transfumi, Makassar Akumandiri Community, Makassar City Health Office, Galael and Satu Sama Retail, Makassar City BPOM, Makassar City BSN, Amanda Brownies, Bank Mandiri, Makassar City Ministry of Cooperatives & UMKM. The following are the stages of the Makassar City Incubator Center activities:

Table 2. Stages of Activities of the Makassar City Incubator Center

Indicator	Pre-Incubation Stage	Incubation Stage	Acceleration Phase
Stages	Get information UKM gets information from various channels (social media, events, colleagues and family) Pre-Incubation List s.id/FormPrainkubasiUKMKotaMks Join the Pre-Incubation WA Group Group link is available at the end of the Pre-Incubation form. Pre-Incubation Training Training information via WA and IG groups of Makassar City UMKM Incubator (waiting time 10 working days) Incubation Phase Announcement Selection enters the Incubation stage (if passed will enter the ongoing Batch incubation)		
Registration Documents	NIB (Business Identification Number) With NIB, the licensing and business registration process becomes more efficient because data and information related to the business required by the authorities can be		

	accessed and integrated in one system. NPWP (Taxpayer Identification Number) Taxpayers are individuals or business entities who have an obligation to pay taxes such as income tax, value added tax (VAT), and other taxes in accordance with tax regulations in Indonesia. Makassar KTP (Resident Identity Card) KTP functions as an identity document and is an important requirement for carrying out various transactions and gaining access to public services in Indonesia. If the NIB and NPWP documents are not available, they can be made at the Integrated Container (Counter)		
Integration of MSME Development	Alesai Saremase Enumerator & Companion Tourist Corridor	Tettere Smart KANRERONG Makassar, City of Delicious Food	Banking & OJK E-purchasing Retail Advanced Program
Workflow	UMKM Office Visit Collaboration Events Business Class Literacy Incubation Registration and Selection	The incubation stage is divided into 2, namely: Owner Incubation Product Quality Training (Food, Fashion, Craft) Financial Management Training Business Model Canvas Training Human Resource Management Training Digital Marketing Training (Simple Content Design, Google Maps etc.) Customer Service Training Business incubation Consultation Product Quality Review Financial Management Digital Marketing Support Packaging Design and Manufacturing Logo & Promotional Video Creation Product Photos & Organoleptic Testing	Accelerated Registration and Selection Partnership Funding Markets Suppliers Mbiz and e-Catalogue Additional Certification Funding Access

		Product Quality Test Legal Completeness & Certification Task Completion of certification and legality Production Quality Improvement (ING, Exp.) Customer Satisfaction Survey Measurement	
Stages	Incubation program offering; selection of Incubation participants (tenant); And written contract with Incubation participants (tenant)	formulation of business ideas; training of business ideas for Incubation participants; providing guidance and consulting on business development; assistance; and business partner meeting.	carry out monitoring and evaluation of the development of the Incubation participants' businesses (tenant) for at least 2 (two) years; provide facilitation of access to financing sources; and directing incubator alumni to form a legal forum for business development.

Source: Makassar City Incubator Center, 2025

Participatory Governance in the Makassar Incubator Center is by involving MSME actors in various activities, from program planning, implementation, to evaluation. This allows the program to be adjusted to the needs and aspirations of business actors, so that it is more relevant and effective. The involvement of the Makassar City Cooperative, Small and Medium Enterprises Service (Diskop UKM) plays an important role in supporting and facilitating the Incubator Center program. The local government provides resources, infrastructure, and policies that support the development of MSMEs. The Incubator Center also collaborates with various external parties, such as financial institutions, universities, and private companies. The involvement of these external parties can provide access to wider resources, knowledge, and networks for MSMEs.

The decision-making process in the Incubator Center is participatory, meaning that it involves various stakeholders in the process (Karadimitriou et al., 2022; Bajwa et al., 2021; Houssou et al., 2024). This ensures that decisions are made in accordance with the needs and aspirations of all parties involved. Participatory governance also emphasizes accountability and transparency in program management. This is important to maintain the trust and participation of all parties. MSME mentoring aims to help Micro, Small, and Medium Enterprises (MSMEs) in developing their businesses. This activity covers various aspects, from training, consultation, to access to sources of financing and markets. The services provided are very diverse, tailored to the needs of each MSME. In addition, the purpose of this mentoring is to improve managerial skills,

access various sources of financing, educate MSMEs to continue to innovate in products, and expand market reach.

The results of the interview with the Head of the Cooperative and UMKM Office of Makassar City explained that the obstacles faced were related to budget support. Then the second is from the UMKM actors themselves, the Incubator Center has provided classes but the UMKM itself does not support. This is also an obstacle because how can we, the government, support while the UMKM itself is participatory. Then the Makassar City Incubator Center has minimal human resources so that the inequality is very clear. Benefits of Participatory Governance By involving various parties, the Incubator Center program can be more effective in achieving its goals, namely developing MSMEs in Makassar. The involvement of business actors and external parties can help improve the quality of products and the competitiveness of MSMEs (Yuningsih et al., 2022; Jatmiko et al., 2021; Prasetyo, 2023; Gallardo-Vázquez & Lizcano-Álvarez, 2020). The Incubator Center program which is managed in a participatory manner can have a positive impact on the local economy by improving the welfare of MSME actors.

Participatory governance can also encourage the development of an entrepreneurial spirit among the people of Makassar. The Secretary of the Cooperative Service also revealed that the Incubator Center lacks human resources. By not placing ASN to fill vacant positions at the Incubator Center with the consideration that ASN will be transferred at any time. So that it requires the government to recruit freelance experts with different salaries and adjusted to the financial regulations in Makassar City. The following is a table of service activity reports at the Makassar City Incubator Center:

Table 3. Service Activity Report

Consultation Date & Time	Service Categories	Types of Assistance	Consultant	UKM Owner Name	Business Name/Brand	Incubation User ID Number	Duration (minutes)	Complaint	Follow Up
04/09/2025 13:28	Consultation	Financial Management Consulting	Rizki Amalia	Noorwahdani	NWD Kitchen	INK-00797	60	- Sales are high during Ramadan, reaching 100 jars - On normal days, production is only according to orders - Profit is 60% - No financial records yet - Personal and business accounts are still combined	Explaining the tools for calculating COGS and recording transactions
03/17/2025 10:30	Consultation	Digital Marketing Consultation	Akbar Ghazali	Sifa Fauzia	Pantry by MR	INK-00000	60	Not optimizing digital sales	Research the keyword "katsu" on Google Trends, explanation of how SEO

									works, buying and selling process on Facebook Marketplace, creating CTA links
05/08/2024 11:56	Consultation	Product Consultation	Syafei Ramadhan	Kartika I. Gunawan	Kimoet Design	INK-00283	45	-	-
06/03/2024 14:00	Support	Making Halal Certificates	Diyan Wirayuna Syam	Siti Sahari	Mama Sari Food & Fresh	INK-00403	45	Risoles: taste and skin are good. Cireng: hard, sambal is OK	Suggestions for changing sausage brands
04/22/2024 10:00	Support	Making PIRT Certificate	Andi Nadya Tita Alia	Andrew	Mamakcha's Kitchen	INK-00000	40	-	-
01/22/2025 14:27	Consultation	SOP & Business System Consultation	Goddess Arini Ahyar	Andrew	Ona Meatballs	INK-00000	40	-	-
11/07/2023 11:47	Support	Creating an E-Catalog Account	Khairul Umam	Harlinda	Kodingar eng Fish Kitchen	INK-00755	60	Production is only according to orders, there is no regular stock yet. The type of product and HPP/Selling price are listed. Limited human resources (2 people, project-based). Turnover of IDR 4,500,000. There is no SOP & organizational structure yet.	Routine stock recommendations, raw material projections, recruit permanent employees, develop organizational structures & SOPs, implement new marketing channels, employee training, and expand market reach.
01/24/2024 15:28	Support	Creating an E-Catalog Account	Goddess Arini Ahyar	Hajar	Fried	INK-00000	60	-	-
03/04/2024 14:00	Support	Packaging Design Creation	Putu Wika Perdana	-	-	-	60	-	-

03/04/ 2024 14:00	Support	NIB creation	Andi Nadya Tita Alia	Ali Jumali	Welding Workshop	INK- 00000	15	-	-
11/15/ 2023 10:42 AM	Consultation	Sales & Marketing Consultation	Rizki Amalia	-	-	-	45	-	-

Source: Makassar City Incubator Center, 2025

By implementing participatory governance, the Makassar Incubator Center is expected to become an effective forum in developing the potential of MSMEs in Makassar City, as well as contributing to economic growth and community welfare. Based on the results of the researcher's analysis of Participatory Governance Practices on Inclusive Governance at the Makassar City Incubator Center, it shows that community participation in the Makassar City incubator center program is not optimal. Although there are many benefits felt by the community in terms of improving business quality, income, consumers and business relations, participation in following all stages of the incubation process is still lacking. Based on data from the Cooperatives and SMEs Service, there are 2,162 MSMEs that entered the pre-incubation stage. However, after the classification curation was carried out, only 510 MSMEs passed to the incubation stage, and 113 reached the acceleration stage.

CONCLUSION

Participatory governance at the Incubator Center in Makassar refers to a management model that involves various related parties in the process of developing Micro, Small and Medium Enterprises (MSMEs). The purpose of Participatory Governance at the Incubator Center in Makassar is to ensure the sustainability and effectiveness of the program by involving business actors, local governments, and other related parties in decision-making and program implementation. The collaboration carried out by the Makassar City Cooperative and UMKM Service and the Incubator Center with potential partners, namely the Makassar City BUMN House, Banking (Mandiri, BSI), PNM, Financial Services Authorization, Pegadaian, IndigoHub Makassar, Andalan Packaging House (South Sulawesi Trade Office), Packaging House of the South Sulawesi Provincial Cooperative and UMKM Service, Ministry of Law and Human Rights of the South Sulawesi Regional Coordinator, State Islamic University & KOPMA State Islamic University, Muslim Entrepreneur Community, Makassar Akumandiri Community, South Sulawesi Industrial Training Center, Garda Transfumi, Makassar Akumandiri Community, Makassar City Health Office, Retail Galael and Satu Sama, Makassar BPOM, Makassar City BSN, Amanda Brownies, Bank Mandiri, Makassar City Ministry of Cooperatives & UMKM.

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