

IMPLEMENTATION OF FREE TRADEMARK REGISTRATION FACILITATION FOR MSME'S IN SURABAYA

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Abstract. Micro, Small, and Medium Enterprises (MSMEs) play a strategic role in regional economic development; however, the administrative process of trademark registration remains underutilized among MSME actors. Limited understanding of registration procedures, document requirements, and trademark classification often becomes an obstacle to participation in the registration system. To improve administrative accessibility and encourage greater participation, the Surabaya City Government, through the Department of Cooperatives, Micro, Small and Medium Enterprises and Trade, implements a free trademark registration facilitation program for MSMEs. This study aims to analyze the implementation of the trademark registration facilitation system in Surabaya using George C. Edwards III's policy implementation model, which includes communication, resources, disposition, and bureaucratic structure. This research employed a descriptive qualitative approach with data collected through interviews, observation, and documentation. Data were analyzed using the interactive model of Miles, Huberman, and Saldaña. The findings indicate that the implementation of the administrative registration system has been carried out relatively well but has not yet reached optimal performance. In the communication aspect, outreach activities and inter-agency collaboration have supported information dissemination, although many MSMEs still encounter difficulties in understanding registration procedures and trademark classification. Resource limitations, including restricted facilitation quotas and limited personnel, also affect service effectiveness. Meanwhile, responsive service practices, established operating procedures, and institutional coordination have contributed positively to administrative implementation. Strengthening communication, expanding service capacity, and improving administrative coordination are necessary to optimize trademark registration services for MSMEs.

Keywords: MSME; Trademark; Optimization Of Policy Implementation

I. INTRODUCTION

Micro, Small, and Medium Enterprises (MSMEs) have a strategic role in the national economy, particularly in employment absorption and improving community welfare. In Indonesia, MSMEs contribute more than 60% to the Gross Domestic Product (GDP), making this sector the backbone of the national economy (Tambunan, 2019). In Surabaya, MSMEs are also a priority sector in regional economic development through various empowerment and facilitation programs carried out by the local government.

One important aspect of MSME development is providing services to MSME actors regarding legal protection through trademark registration. The importance of trademark registration is regulated in Law Number 20 of 2016 on Marks and Geographical Indications. This regulation stipulates that trademark rights are exclusive rights granted by the state to registered trademark owners to use the mark themselves or authorize others to use it. Indonesia's trademark registration system adopts the first-to-file principle, meaning the party who files a trademark first obtains exclusive rights to that mark. Trademarks serve as product identity and a differentiation tool in competitive markets. Research shows that owning a registered trademark can significantly enhance the competitiveness and added value of MSME products

(Nugraha, 2020, <https://doi.org/10.21067/jeb.v15i2.1234>). However, trademark registration rates among MSMEs remain relatively low, mainly due to limited knowledge and low legal awareness among business actors (Sari & Nugroho, 2021, <https://doi.org/10.24815/jhe.v9i1.9876>).

Several previous studies have examined the implementation of policies related to MSMEs and intellectual property protection. Wibowo (2020) found that MSME policy implementation often faces obstacles in terms of resources and inter-agency coordination (<https://doi.org/10.22146/jap.56789>). Meanwhile, Pratama (2022) emphasized the importance of synergy between agencies in supporting the effectiveness of intellectual property protection policies. Another study by Rahmawati (2021) showed that a direct mentoring approach is more effective in increasing MSME participation in trademark registration. <https://doi.org/10.30589/jkp.v13i1.4567> <https://doi.org/10.31227/osf.io/abcd>

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**Table of Intellectual Property (IP) Filings
In Indonesia Overall**

Type of HKI	Total Submissions
Trademarks	2.043.696 Submissions
Patent	225.889 Submissions
Industrial Design	102.182 Submissions
Copyright	997.901 Submissions
Geographical Indication	280 Submissions
DTLST	9 Submissions

Source: Intellectual Property Database Website
Accessed January 26, 2026

Nevertheless, in reality, many MSME actors have not registered their trademarks. The low trademark registration rate among MSMEs is generally due to various factors, such as lack of understanding of the importance of trademark protection, limited information regarding registration procedures, and the perception that the trademark registration process requires substantial costs and takes a long time.

Local governments play an important role in encouraging increased trademark registration for MSMEs. In Surabaya City, the implementation of trademark registration programs for MSMEs is a form of public service carried out by the Department of Cooperatives, SMEs, and Trade. Through this program, the government seeks to provide socialization, mentoring, and facilitation to MSME actors so they can officially register their trademarks.

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**Table 1.2 Data on Number of Trademark
Registrations¹ East Java Province 2020–2025**

Year	Total Submissions In East Java Provinces
2020	11.019 Submissions
2021	12.458 Submissions
2022	14.492 Submissions
2023	15.097 Submissions
2024	15.980 Submissions
2025	18.151 Submissions

Source: Website [Pangkalan Data Kekayaan Intelektual](#)
Accessed January 26, 2026

**Table 1.3 Details of Trademark Applications in East
Java Province 2020–20252**

Source: Website [Pangkalan Data Kekayaan Intelektual](#)

Year	Accepted	Rejected	Processed	Withdrawn	Canceled	Removed	Total Submissions
2020	8.281	2.534	5	194	2	3	11.019 Submissions
2021	9.761	2.356	5	334	1	1	12.458 Submissions
2022	11.731	2.397	6	355	1	2	14.492 Submissions
2023	12.259	2.718	7	102	1	3	15.090 Submissions
2024	13.115	2.459	316 (S) 39 (P)	47	-	4	15.980 Submissions
2025	6.508	684	5.085 (S) 5.840 (P)	34	-	-	18.151 Submissions

Accessed January 26, 2026

As can be seen from Table 1.3, as of January 26, 2026, the total number of trademark registration applications in East Java Province over the last six years, from 2020 to 2025, amounts to 87,190 applications. This figure is remarkable and clearly reflects the high enthusiasm of business actors in East Java Province for trademark registration. According to the official website of the Directorate General of Intellectual Property (DGIP) <https://pdki-indonesia.dgip.go.id/>, of these 87,190 trademark registration applications in East Java Province, approximately 67.6%, or 58,940 MSME trademark registration applications, originate from Surabaya. However, this number fluctuates, and not all of these trademark registrations are trademark registrations, nor are they all made by MSMEs. Overall, trademark registrations are still dominated by general business actors rather than MSMEs.

Although various studies have discussed policy implementation and trademark protection for MSMEs, a research gap remains, particularly regarding the optimization

of trademark registration implementation at the regional level. Most previous studies have focused on general aspects of policy implementation but have not specifically examined how local governments optimize implementation in local contexts such as Surabaya. The novelty of this research lies in its analysis of the optimization of trademark registration policy implementation at the local government level, which has been limited in prior studies.

Based on this, this research focuses on optimizing the implementation of trademark registration for MSMEs by the Department of Cooperatives, SMEs, and Trade of Surabaya. This study uses the perspective of public policy implementation with the Edward III model, which emphasizes aspects of communication, resources, disposition, and bureaucratic structure. Thus, this research is expected to provide theoretical and practical contributions to improving the implementation of trademark registration policies for MSMEs.

II. RESEARCH METHOD

This study employs a qualitative approach with a descriptive research type, aiming to deeply understand the phenomenon of optimizing the implementation of trademark registration policies for Micro, Small, and Medium Enterprises (MSMEs) in Surabaya. The qualitative approach was chosen because this research seeks to explore the meanings, processes, and dynamics that occur in policy implementation, particularly regarding the role of the Department of Cooperatives, SMEs, and Trade of Surabaya.

This research was conducted at the Surabaya City Cooperative, SME, and Trade Office as the agency responsible for implementing the trademark registration facilitation program for MSMEs. The research location was chosen based on the consideration that Surabaya is one of the regions with a substantial number of MSMEs and has an active program to encourage trademark registration.

Edward III, which includes four main variables:

Communication, which covers the process of conveying policy information to MSME actors, message clarity, and consistency of socialization.

Resources, which include the availability of human resources, budget, and facilities and infrastructure to support policy implementation.

Disposition, namely the attitudes, commitment, and responsiveness of policy implementers in providing services to MSME actors.

Bureaucratic structure, which covers working mechanisms, operational procedures, and coordination among relevant agencies in implementing trademark registration.

The data sources in this study consist of two types: primary data and secondary data. Primary data is data obtained directly through interviews with research informants, including employees of the Surabaya City Cooperative, SME, and Trade Office, as well as MSME actors who have or have not registered trademarks. Secondary data is data obtained from official documents, agency reports, laws and regulations, and scientific literature relevant to the research topic.

The informants in this study were selected using purposive sampling technique, which is the deliberate selection of informants based on certain criteria considered relevant to the research objectives. The informant criteria include agency employees directly involved in the trademark registration program, MSME actors who have registered trademarks, and MSME actors who have not registered trademarks. This informant selection technique was chosen to obtain in-depth information that suits the research needs.

Data collection techniques in this study were carried out through in-depth interviews conducted directly with informants to explore information related to the implementation of trademark registration policy. In addition to interviews, observations were conducted by directly observing service activities and program implementation processes at the research location. This was complemented by documentation or data collection through official documents such as activity reports, MSME data, and archives related to trademark registration.

Data analysis in this study uses the interactive model from Miles, Huberman, and Saldaña, which includes three stages: data reduction through the process of selecting, focusing, and simplifying data obtained from the field. Then, data display is carried out by arranging data in the form of narratives, tables, or matrices to facilitate understanding. At the final stage, conclusions are drawn through data interpretation to find meaning and answer the research problem formulation. The analysis is conducted continuously from the data collection process to the final stage of the research.

To ensure data validity, this study used source triangulation, comparing data obtained from various informants and different data sources. Additionally, information was rechecked with informants (member check) to confirm the accuracy of the data collected.

III. RESULTS AND DISCUSSION

Communication in the Implementation of Trademark Registration

According to Edwards III (1980), communication is a fundamental factor in policy implementation because it relates to how policy objectives, procedures, and substance are transmitted to target groups. Effective communication is characterized by three main indicators: information transmission, information clarity, and information consistency.

The research results show that the Surabaya City Office of Cooperatives, Micro, Small and Medium Enterprises and Trade (Dinkopumdag) has implemented various forms of policy communication through online and offline outreach. One form of communication was the webinar "The Importance of Brand Certification for Micro-Entrepreneurs,"

held in collaboration with the Regional Office of the Ministry of Law of East Java, attended by more than 25 MSMEs. The event provided information on the benefits of trademarks, legal basis, requirements, registration procedures, and how to check trademarks through the Directorate General of Intellectual Property (DJKI) system.

From a public administration perspective, the webinar's implementation demonstrates collaborative governance between local government and vertical agencies in delivering policy information. This collaboration is important because trademark protection is under the central government's authority through DJKI, while local government acts as a facilitator for MSMEs. However, interview results indicate that most MSME actors prefer face-to-face outreach because it allows two-way communication and direct problem-solving. This finding shows that the effectiveness of policy communication is determined not only by the frequency of information delivery but also by the suitability of communication methods to the characteristics of the target group.

Furthermore, the study found that some MSMEs still struggle to understand trademark class classification in the DJKI system. This indicates that information clarity has not been fully achieved. From a policy implementation perspective, unclear information may lead to administrative errors that hinder policy goal achievement. This finding aligns with research by Rahmawati (2023), which found that the complexity of administrative procedures and low intellectual property literacy are major obstacles in implementing trademark protection programs for MSMEs. Therefore, the communication strategy employed must not only expand information reach but also improve the quality of information substance provided to MSME actors.

Based on a statement by Mr. Teguh Arivianto, Head of the Micro-Enterprise Empowerment Division of the Surabaya City Office of Cooperatives, Micro, Small and Medium Enterprises and Trade, in his interview with the researcher and also in his online outreach presentation, he stated that "250 MSMEs will receive free trademark certification facilitation every year by us (Dinkopumdag) in accordance with applicable regulations." Thus, the quota for free trademark registration for MSMEs each year is 250 SMEs.

The table shows the number of MSMEs that received trademark certification facilitation from the Surabaya City Office of Cooperatives, Micro, Small and Medium Enterprises and Trade over the past six years, from 2020 to 2025. The trend in trademark registrations appears to be fluctuating. Based on the data in the table, the highest number of trademark registrations occurred in 2023 and 2024, with 250 applications each. This indicates that in 2023–2024, the quota for free trademark registration was optimally utilized by MSME actors. In 2023, with 250 applications, there was a 40% increase compared to 2022, which had only 150 applications.

Furthermore, there was a decrease in trademark registrations for MSMEs in 2020, with 140 applications, a 44% drop from 2023–2024 which had 250 applications.

Table 3.1 Number of Trademark Registrations for MSMEs in Surabaya City, 2020–2025

Source: Data Surabaya City Office of Cooperatives, Micro,

Years Submissions	Substantive Submissions	Accepted Submissions	Rejected Submissions	Total Submissions of Trademarks
2020	-	108 Trademarks	32 Trademarks	140 MSMEs
2021	12 Trademarks	158 Trademarks	30 Trademarks	200 MSMEs
2022	3 Trademarks	120 Trademarks	27 Trademarks	150 MSMEs
2023	-	191 Trademarks	59 Trademarks	250 MSMEs
2024	5 Trademarks	212 Trademarks	33 Trademarks	250 MSMEs
2025	44 Trademarks	153 Trademarks	28 Trademarks	225 MSMEs

Small and Medium Enterprises and Trade

This is attributed to the impact of the Covid-19 pandemic on MSME business and administrative activities from 2020 to 2022. Overall, during the period from 2020 to 2025, there were a total of 1,215 applications of trademark registrations identifiable by registration year.

Overall, the communication variable can be categorized as fairly good. However, optimization is still needed, particularly in expanding the reach of outreach and improving MSMEs' technical understanding of trademark classification and registration procedures.

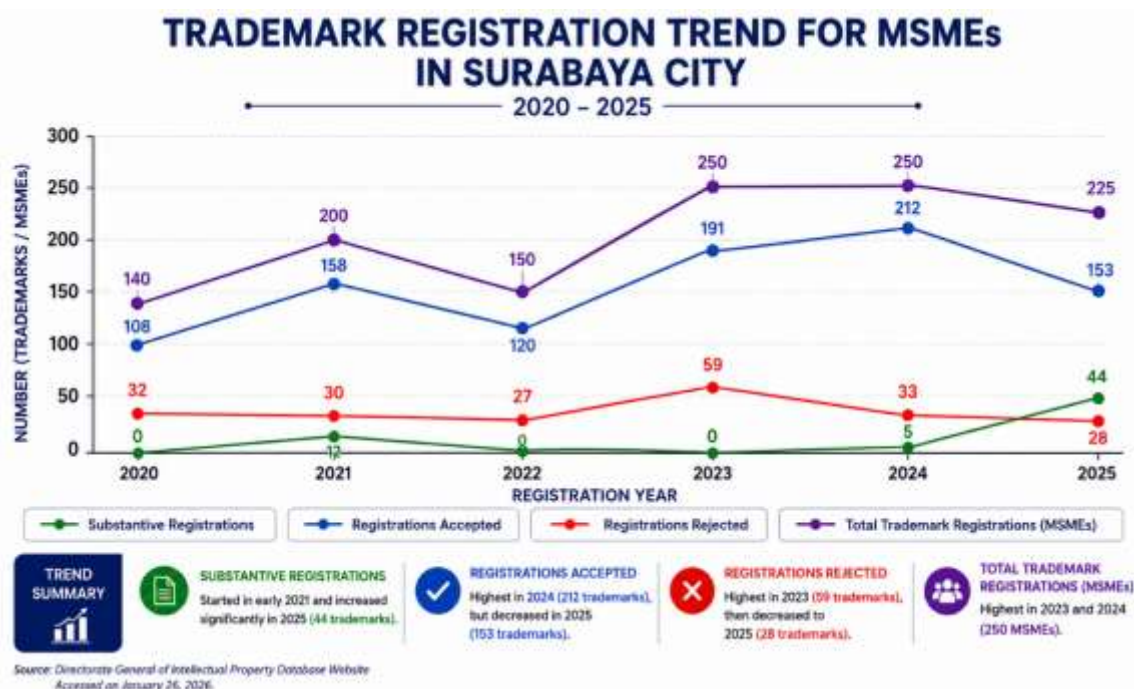
Resources

Edwards III explains that policy implementation requires adequate resource support, including human resources, budget, information, authority, and supporting facilities. Without sufficient resource availability, even well-formulated policies will struggle to achieve the expected goals.

Research results show that the Surabaya City Government has provided budget support for the trademark registration facilitation program. Based on Government Regulation Number 45 of 2024, the trademark registration fee for MSMEs is IDR 500,000 per class. With a facilitation quota of 250 MSMEs each year, the allocated budget reaches approximately IDR 125,000,000 per year. From a public policy perspective, the existence of this budget indicates the local government's commitment to providing public services as well as legal protection for MSMEs.

Based on the graph, it shows that in several years the number of trademark registrations by MSMEs at the Surabaya City Dinkopumdag is still below standard or does not meet the quota, thus not reaching the target provided by the Government, namely 250 MSMEs each year. In the last 6 (six) years, only in 2019 and 2024 did MSME trademark certification registrations meet the free quota provided by the

the highest number of trademark registrations compared to Craft & fashion and other categories, with the highest number reaching 197 MSMEs in 2024. Meanwhile, the Craft & fashion category shows a relatively stable number with a fairly large contribution each year, while other categories have the lowest registration numbers. These findings indicate that awareness of MSME actors, especially in the FnB sector,



Surabaya City Government through Dinkopumdag Surabaya.

Tabel 3.2 Recapitulation of Trademark Certification Registrations for MSMEs in Surabaya City by Type of Business for 2020 - 2025

Year	FnB	Craft and Fashion	Others	Total
2020	107 MSMEs	32 MSMEs	1 MSMEs	140 MSMEs
2021	135 MSMEs	53 MSMEs	12 MSMEs	200 MSMEs
2022	96 MSMEs	42 MSMEs	12 MSMEs	150 MSMEs
2023	165 MSMEs	81 MSMEs	4 MSMEs	250 MSMEs
2024	191 MSMEs	49 MSMEs	10 MSMEs	250 MSMEs
2025	177 MSMEs	43 MSMEs	5 MSMEs	225 MSMEs

Source: Data From Department of Cooperatives, Small and Medium Enterprises and Trade of Surabaya City

Based on the table of Recapitulation of Trademark Registrations for MSMEs in Surabaya City for 2020–2025, the number of trademark registrations shows an increasing trend although it fluctuates in certain years. In 2020, there were 140 MSMEs registering trademarks, then increased to 200 MSMEs in 2021.

In 2022, it decreased to 150 MSMEs, but then increased significantly in 2023 to reach 250 MSMEs and remained at the same level in 2024 and 2025. If viewed by type of business, the FnB (Food and Beverage) sector consistently contributes

regarding the importance of legal protection through trademark registration tends to be higher and can be an indicator of increasing attention to strengthening business identity and product competitiveness in Surabaya City.

The infographic of trademark registration and the table grouping trademark registrations by type of business above indirectly illustrate that the free trademark registration facilitation for MSMEs is not optimally utilized by MSME actors. When compared to the number of MSMEs in Surabaya City, which according to Surabaya City Government data has reached more than 60,000 business units, the facilitation quota of 250 MSMEs per year is still very limited. If calculated proportionally, the coverage of program beneficiaries is only about 0,4percent of the total MSMEs in Surabaya City. This condition indicates a gap between program capacity and need, a situation that actually occurs in the community. Moreover, the table and explanation in the previous paragraph indicate that the utilization of the free trademark certification quota for MSMEs has not been fully optimal. Thus, this condition can be said to reflect a mismatch between policy objectives and available resource capacity as well as the reality on the ground.

In addition to quota limitations, the research also found that there are only two employees specifically handling trademark registration facilitation for MSMEs. Meanwhile, assistant officers at the sub-district level also have other duties not solely related to trademark registration. This condition causes a fairly high workload for the apparatus. Although the number

of apparatus is limited, the competence of the implementers is relatively adequate. This is evident from the regular coordination and training conducted with the Regional Office of the Ministry of Law in East Java every six months or whenever there is a regulatory change.

Based on these findings, it can be concluded that the resource aspect is the main inhibiting factor in policy implementation. The limited number of personnel and facilitation quotas mean that the program has not yet reached all MSMEs in need of trademark protection.

3. Disposition (Attitude of Policy Implementers)

Disposition refers to the attitude, commitment, and level of acceptance of implementers toward policy objectives. According to Edwards III, implementation will be effective if implementers have a strong commitment to the success of the policy.

The research results indicate that the personnel of the Surabaya City Cooperative and UMKM Office (Dinkopumdag) have a high commitment to serving MSMEs. Most informants stated that the employees of the department are responsive, communicative, and easily reachable when MSMEs need information regarding trademark registration. From the perspective of modern public administration, responsiveness is a key indicator of public service quality. Responsiveness reflects the bureaucracy's ability to recognize community needs and provide fast and accurate services.

Nevertheless, some informants stated that MSMEs still need to actively follow upon the status of their trademark registration applications. This finding indicates that the information delivery system regarding application progress is not yet fully integrated. However, there was no indication of rejection, resistance, or any form of 'zone of indifference' as described by Edwards III. On the contrary, the personnel demonstrated support for policy implementation and made efforts to assist MSMEs in meeting all administrative requirements.

These findings show that the disposition of implementers is not an inhibiting factor in policy implementation. On the contrary, the positive attitude of the personnel is one of the factors supporting the success of the trademark facilitation program in Surabaya.

4. Bureaucratic Structure

Bureaucratic structure relates to the organizational mechanisms used in implementing policy. Edwards III emphasizes two main indicators: Standard Operating Procedures (SOP) and organizational fragmentation. The research results show that the implementation of trademark registration facilitation has been supported by clear SOPs that serve as guidelines for both implementers and service recipients. The existence of SOPs provides procedural certainty, service standards, and clear task division, thereby enhancing bureaucratic accountability.

From the fragmentation aspect, policy implementation involves several institutions with different authorities: DJKI as the authority for trademark issuance, the Regional Office of the Ministry of Law in East Java as technical supervisor, Dinkopumdag Surabaya City as facilitator, and MSME assistants at the sub-district level. This condition indicates

that policy implementation is carried out through a multi-level governance pattern involving the central government, local government, and implementing units at the local level. From a public administration perspective, this pattern can enhance service effectiveness if inter-organizational coordination runs well.

The research results show that inter-agency coordination has been carried out through regular coordination meetings and joint socialization activities. However, the large number of actors involved has the potential to cause service delays if coordination is not optimal. Thus, the bureaucratic structure in the implementation of trademark registration facilitation can be considered quite good because it has clear SOPs and structured division of authority. However, the effectiveness of inter-agency coordination still needs to be continuously strengthened to reduce potential bureaucratic obstacles.

IV. CONCLUSIONS

Based on the discussion and research results outlined above, it is clear that the implementation of the trademark registration policy for MSMEs in Surabaya has not been optimal. The main obstacles lie in the communication aspect, which has not been able to reach all MSMEs, as well as limited resources, particularly assistants, and the limited quota for free trademark facilitation, which is limited to only 250 brands, which is considered disproportionate to the total number of MSMEs in Surabaya. Nevertheless, the disposition of implementers and the bureaucratic structure have relatively supported policy implementation. Therefore, optimizing policy implementation requires strengthening communication strategies, increasing resource capacity, increasing the annual quota for free trademark facilitation, and improving inter-agency coordination to enhance the effectiveness of trademark registration for MSMEs.

Implementation of the trademark registration policy for MSMEs in Surabaya needs to focus on strengthening the communication strategy through more extensive digital-based outreach, increasing the capacity of human resources, particularly assistants, and strengthening coordination between relevant agencies. Furthermore, simplifying service procedures and improving education regarding administrative processes and legal aspects for MSMEs are crucial steps to encourage increased participation in trademark registration in Surabaya.

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