



Evaluation of Legal Aid and Assistance Implementation under Regional Regulation Number 14 of 2022 in Blora Regency

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Abstract

This study evaluates the implementation of legal aid services for micro-enterprises in Blora Regency as mandated by Regional Regulation Number 14 of 2022, with the aim of assessing policy realization and identifying barriers to its effectiveness. A qualitative descriptive approach was employed through observation, semi-structured interviews with government officials, and focus group discussions involving thirty purposively selected micro-entrepreneurs. Data were analyzed using an interactive qualitative model guided by Dunn's policy evaluation indicators. Findings show that although the regulation prescribes legal aid in the form of counseling, consultation, mediation, and document assistance, its implementation has been constrained by the absence of technical guidelines, inadequate budget allocation, and weak institutional coordination. As a result, most entrepreneurs remain unaware of the program and continue resolving disputes such as fraud, taxation conflicts, forged documents, and partnership losses through informal mechanisms. The study concludes that the policy remains normative rather than operational and fails to meet criteria of effectiveness, efficiency, equity, and responsiveness. It recommends issuing technical regulations, allocating dedicated funding, conducting systematic socialization, establishing legal aid clinics, strengthening inter-agency coordination, and integrating digital services to ensure legal protection is realized as a substantive right.

Keywords: Legal Aid Services, Micro-enterprises, Policy Evaluation

1. Introduction

Micro-enterprises play a vital role in sustaining regional economies, including in Blora Regency. Data indicate that the number of micro-enterprises in Blora has reached 18,990 units, serving as the backbone of the local economy. The community's economic reliance on micro-enterprises is substantial because this sector absorbs a large labor force, provides affordable goods and services, and constitutes the primary source of household income. However, in recent years, a considerable number of micro-enterprises in Blora have collapsed. This phenomenon has been triggered by multiple factors such as limited access to capital, weak competitiveness, and the absence of adequate legal protection when entrepreneurs face contractual disputes, debt issues, taxation conflicts, or trademark violations.

To address these challenges, the Blora Regency Government enacted Regional Regulation Number 14 of 2022 on the Empowerment of Micro-enterprises. Article 36B of this regulation mandates that the local government provide free legal aid and assistance services for micro-entrepreneurs. These services include legal education, consultations, mediation, legal document drafting, and non-judicial legal representation. The provision highlights that legal protection is an integral component of the broader strategy for empowering micro-enterprises.



This regional regulation aligns with the national legal framework. Broader legal foundations include Law Number 20 of 2008 on Micro, Small, and Medium Enterprises; Law Number 6 of 2023 on the Ratification of the Government Regulation in Lieu of Law on Job Creation into Law; Government Regulation Number 7 of 2021 on the Ease, Protection, and Empowerment of Cooperatives and Micro, Small, and Medium Enterprises; and Minister of Cooperatives and Small and Medium Enterprises Regulation Number 3 of 2021, which contains technical rules for empowerment programs. National-level regulations further detail the types of legal services, service standards, and administrative requirements, including the obligation to obtain a Business Identification Number.

Nevertheless, the implementation of Article 36B in Blora reveals a significant gap between normative provisions and practical realities. Observations conducted at the Legal Division of the Regional Secretariat indicate the existence of hidden requirements, particularly the obligation to possess a Business Identification Number, despite such conditions not being explicitly stipulated in the regional regulation. Furthermore, no special budget allocation has been made, technical procedures remain unavailable, and coordination between the Department of Trade, Cooperatives, and Small and Medium Enterprises and the Legal Division has been minimal. Consequently, legal aid services have never been accessed by micro-entrepreneurs, most of whom remain unaware of the program's existence.

From the perspective of entrepreneurs, focus group discussions and interviews with thirty respondents revealed a genuine need for legal protection. Cases such as consumer fraud, stamp forgery, tax disputes, and losses from business partnerships were frequently reported. Yet, most entrepreneurs resolved these issues informally within their communities due to limited knowledge of formal mechanisms. Only two respondents had heard about the legal aid program, and their information did not come from authorized agencies. This situation highlights a serious awareness gap.

The novelty of this study lies in its focus on evaluating the implementation of legal aid policies for micro-enterprises at the regional level, specifically in Blora, which has not previously been studied. Most research on micro-enterprise empowerment emphasizes access to financing, managerial training, or marketing strategies, while the legal protection dimension is rarely examined in depth. This study fills that gap by analyzing how progressive legal norms at the regional level fail to become effective due to technical, institutional, and socialization barriers.

Based on this context, the study seeks to answer the following research questions: how is the implementation of legal aid and assistance services for micro-enterprises in Blora Regency as mandated by Article 36B of Regional Regulation Number 14 of 2022, and what factors influence its effectiveness? This research employs a qualitative descriptive method through observation, interviews with implementing officials, and focus group discussions with entrepreneurs. The analysis focuses on identifying gaps between legal norms and practice, institutional obstacles, administrative requirements, and the level of awareness among entrepreneurs.



The aim of this study is to evaluate the extent to which legal aid policies in Blora Regency have been implemented in accordance with the regional regulation and the national legal framework, while uncovering the key barriers that have prevented the policy from moving beyond normative provisions. By doing so, this study provides a more comprehensive understanding of the factors influencing the effectiveness of legal protection policies for micro-enterprises and offers recommendations for improving future implementation.

2. Research Method

This study employed a qualitative descriptive design since its primary objective was to evaluate the contextual implementation of policy, with an emphasis on obtaining an in-depth understanding of processes, actors, and constraints in the field. A qualitative approach was deemed the most appropriate to capture the experiences, perceptions, and institutional practices that could not be adequately explained through quantitative data alone. The units of analysis consisted of local government officials as policy implementers and micro-entrepreneurs as policy beneficiaries. The government officials interviewed included representatives from the Legal Division of the Regional Secretariat of Blora Regency and officials from the Department of Trade, Cooperatives, and Small and Medium Enterprises, both of which hold direct mandates for implementing Article 36B of Regional Regulation Number 14 of 2022. In addition, thirty micro-entrepreneurs were selected as respondents through purposive sampling. The selection criteria were active micro-entrepreneurs operating in Blora Regency, both those already possessing a Business Identification Number and those who had not, in order to represent the variation in conditions and legal issues encountered in practice.

The main instruments of data collection included semi-structured interview guides, observation sheets, and field notes. Semi-structured interviews were used to explore issues in depth while maintaining focus on the research topic. Observations were conducted on procedures, documents, and practices carried out by the implementing agencies. Meanwhile, field notes were employed to document the dynamics of focus group discussions with micro-entrepreneurs. The data collection procedure was conducted in several stages. The researcher first reviewed relevant legal documents, including Regional Regulation Number 14 of 2022, the Law on Micro, Small, and Medium Enterprises, and national policies related to legal aid services for micro-entrepreneurs. Following this, direct observation was conducted at the Legal Division of the Regional Secretariat to understand how regulations were translated into practice. In-depth interviews were then carried out with officials from both the Legal Division and the Department of Trade, Cooperatives, and Small and Medium Enterprises. Finally, focus group discussions with thirty micro-entrepreneurs were conducted to explore their concrete experiences regarding legal needs and barriers in accessing legal services. To maintain validity, this study applied both source triangulation and methodological triangulation. Source triangulation was achieved by comparing information from implementing officials, official documents, and the experiences of micro-entrepreneurs. Methodological triangulation was performed by combining observation, interviews,



and focus group discussions. Reliability was reinforced by using consistent interview guides, systematic data recording, and member checking, in which key informants were asked to verify the accuracy of interview transcripts to avoid misinterpretation. Research ethics were safeguarded through the informed consent procedure. All respondents were informed about the objectives of the study, the expected benefits, and their right to refuse or withdraw participation at any time. The identities of micro-entrepreneurs were anonymized to protect privacy and guarantee confidentiality.

Data analysis followed the interactive qualitative model, which involves three stages: data reduction, data display, and conclusion drawing. All interview transcripts were categorized by major themes and subsequently interpreted using William N. Dunn's indicators of policy evaluation, which include effectiveness, efficiency, adequacy, equity, responsiveness, and appropriateness (Dunn, 2014). This framework guided the identification of gaps between legal norms and actual implementation, as well as the assessment of how far the legal protection policy in Blora Regency meets the needs of micro-entrepreneurs. By applying this approach, the study aims to provide a comprehensive picture of the implementation of Article 36B of Regional Regulation Number 14 of 2022, while serving as an empirical foundation for developing more responsive policy recommendations tailored to local conditions and the needs of micro-entrepreneurs.

3. Results and Discussions

The findings of this study reveal that although Regional Regulation Number 14 of 2022 clearly mandates free legal aid services for micro-enterprises, its implementation in Blora Regency has not been realized effectively. The regulation formally provides various types of services such as legal education, consultation, mediation, drafting of legal documents, and legal assistance outside the courts. However, these provisions have not been translated into practice because no technical mechanisms, standard operating procedures, or budget allocations exist to support them. Observations indicate that the Legal Division still depends heavily on formal reports from the Office of Trade, Cooperatives, and Micro, Small, and Medium Enterprises. Until the time this study was conducted, inter-agency reporting and coordination mechanisms had not functioned optimally, leaving programs that should have been jointly implemented unrealized.

The field findings also highlight the government's reliance on the Business Identification Number as an administrative indicator to determine eligibility for legal aid. In principle, this mechanism is logical as it facilitates data collection. However, most micro-entrepreneurs in Blora either lack knowledge about the importance of the Business Identification Number or have not yet obtained one. As a result, many micro-enterprises remain undocumented and excluded from the policy's benefits. This indicates that the barrier lies not in the existence of the Business Identification Number itself but in low administrative literacy and insufficient outreach efforts by the government.



Interviews with officials from the Office of Trade, Cooperatives, and Micro, Small, and Medium Enterprises reveal that there are still no standardized procedures for delivering legal aid services. In several cases, problems were referred to the provincial level, which possesses more complete facilities. This shows that institutional capacity at the regency level remains underutilized. In fact, human resources and legal apparatus are available but are not mobilized due to the absence of coordination, implementation guidelines, and financial support. Consequently, a significant gap exists between institutional potential and the real needs of micro-entrepreneurs.

In-depth interviews with thirty micro-entrepreneurs expose an even sharper disparity between legal norms and social realities. Out of thirty respondents, only two had ever heard of legal aid services, and even then the information came from unrelated activities rather than official socialization programs. Meanwhile, twenty-eight respondents stated that they had never received any information regarding such services. Despite this lack of awareness, many respondents reported facing serious legal issues such as consumer fraud, tax disputes, seal forgery, and financial losses from business partnerships. Because they were unaware of official mechanisms, nearly all respondents resorted to informal dispute resolution within their communities, which often disadvantaged them. These findings demonstrate that legal aid services in Blora are neither accessible nor effective in meeting grassroots legal needs.

Blora District Regulation Number 14 of 2022 is normatively aligned with the national legal framework, particularly with Law Number 20 of 2008 concerning Micro, Small, and Medium Enterprises (UMKM) and Government Regulation Number 7 of 2021 concerning Ease, Protection, and Empowerment of Cooperatives as well as UMKM. Both regulations affirm the state's obligation, including that of local governments, to provide free legal protection for micro-enterprises. This normative commitment resonates with Article 33 of the 1945 Constitution, which mandates that the economy must be structured as a joint endeavor rooted in kinship, and Article 28D paragraph (1) UUD 1945, which guarantees every citizen the right to legal certainty and equal treatment before the law. However, the legal norms in Blora remain "law in the books" and have not been translated into "law in action."

From the perspective of legal theory, this gap demonstrates the tension between Rechtstaat ideals and the failure of implementation at the local level. As Satjipto Rahardjo argued, the law should not merely be a set of normative texts but must work as a living law responsive to society's needs. The fact that Article 36B of Blora's regulation stipulates legal counseling, consultation, and assistance for UMKM but remains unimplemented reveals a clear violation of the principle of legal certainty (asas kepastian hukum) and the principle of public accountability (asas akuntabilitas publik). It also undermines the principle of benefit (asas kemanfaatan), because rights that remain dormant within normative texts cannot create utility for society.

Comparisons with other regions highlight this failure. Penajam Paser Utara Regency implemented socialization and legal counseling involving 40 participants in a one-day event, creating real access to justice for UMKM. Similarly, Kotawaringin Barat Regency organized legal aid socialization attended by 50 cooperative administrators and entrepreneurs, while in Jayapura



City, the Ministry of Law and Human Rights expanded legal services to include disputes over contracts, debt, intellectual property, taxation, and labor. The Government of Central Java institutionalized legal aid through structured services accessible to all UMKM, with more than 96 registrants and 121 consultations recorded, offering tangible forms of consultation, mediation, and litigation support. These cases illustrate the actualization of access to justice, a principle emphasized in Law No. 16 of 2011 on Legal Aid.

When contrasted with Blora, the difference is stark. Of 30 UMKM interviewed, only two had heard of legal aid socialization, and even that was incidental, not the result of official programs. The majority were unaware of their rights despite facing real disputes such as consumer fraud, forged stamps, tax disputes, and partnership losses. This condition reflects the principle of equality before the law (kesamaan di hadapan hukum as mandated in Article 27 paragraph 1 UUD 1945) being unrealized, as informal sector entrepreneurs remain excluded from formal legal protection. The absence of socialization violates the principle of openness (asas keterbukaan) in public governance.

The Legal Division of the Regional Secretariat admitted that no reports of legal aid needs had been submitted by the Department of Cooperatives since the enactment of the regulation. The absence of budget allocations and lack of coordination further show institutional weakness. This aligns with Soerjono Soekanto's theory of legal effectiveness, which identifies legal substance, structure, and culture as determining factors. In Blora, while the legal substance exists (Article 36B), the supporting structure (institutions, budget, procedures) and legal culture (awareness and demand from UMKM) are absent, rendering the policy ineffective. It demonstrates how a regulation, without operational support, becomes symbolic rather than transformative.

An evaluation using William Dunn's six policy criteria further confirms this. Effectiveness is absent, as the legal protection objective was never realized, with 28 of 30 respondents unaware of the services. This also demonstrates the failure of doelmatigheid (effectiveness) in administrative law. Efficiency is not achieved, as institutional capacities are underutilized and resources not optimized. Adequacy is compromised, because although Article 36B is comprehensive, without budget and outreach, it cannot resolve UMKM's legal issues. This contradicts the principle of proportionality, requiring policies to address problems in proportion to their magnitude. Equity is denied, as informal entrepreneurs remain marginalized, contrary to the principle of justice and non-discrimination. Responsiveness is minimal, with services reactive rather than proactive, violating the principle of public protection (Dunn, 2003). Finally, accuracy is normatively defensible but practically insensitive to Blora's social reality, undermining the principle of legal certainty.

These findings resonate with studies on UMKM legal vulnerability. Apriani (2022) highlights that UMKM in digital marketplaces face similar gaps, that is norms exist but enforcement and awareness lag, leading to increased vulnerability. The Blora case confirms that without proactive measures, UMKM rights remain theoretical. Likewise, Apriani and Said (2022) emphasize that the government tends to favor big businesses, leaving UMKM without affirmative



action. They argue that law must function not only as protection but as an instrument of affirmative justice for small businesses, ensuring they are not sidelined in an economy dominated by large enterprises.

Empirical evidence from community legal aid initiatives further supports this. In Papua, Farida et al. (2023) demonstrated that participatory legal aid for UMKM strengthened their legal literacy and dispute resolution capacity. Similarly, the Law Student Village Project (LSVP) in Puraseda Village showed how collaboration between universities, government, and UMKM can provide tangible legal empowerment, from NIB registration to intellectual property protection. These initiatives actualize the principle of community participation (asas partisipasi masyarakat) and openness (asas keterbukaan), essential for democratizing access to justice. Such participatory models embody the trilogy of justice principle in procedural law, which is fast, simple, and low-cost (peradilan cepat, sederhana, dan murah).

From a broader socio-legal perspective, the gap in Blora reflects the persistence of structural barriers in law implementation. As Adnan Buyung Nasution emphasized, legal aid is not merely cultural but structural, aiming at transforming social relations by liberating marginalized groups. The failure to operationalize Article 36B thus perpetuates inequality and undermines UMKM empowerment. It shows that while UMKM are constitutionally recognized as the backbone of the economy, in practice, they remain legally unprotected.

In addition, the issue of UMKM legal protection cannot be separated from broader economic justice principles. Rawls' theory of justice stresses that inequalities must be arranged to the greatest benefit of the least advantaged (Rauf, 2024). Applying this, local governments like Blora should ensure that legal aid policies are designed as affirmative measures to lift informal entrepreneurs who lack resources. Without such intentional design, the law risks becoming a reinforcement of structural inequality rather than a tool for transformation (Friedman, 1993).

The COVID-19 pandemic further highlighted the vulnerability of UMKM. Amnawaty and Baringbing (2022) showed how UMKM in Bandar Lampung suffered not only economically but also legally, facing disrupted transactions, disputes, and weak enforcement. Their study underlines the importance of dynamic legal protection adaptable to crises. Blora's inactivity in implementing Article 36B shows unpreparedness in protecting UMKM during shocks, thereby undermining the principle of legal certainty in times of uncertainty.

Moving forward, Blora must adopt several comprehensive reforms to ensure that the legal protection of UMKM moves beyond symbolic commitments and becomes an effective reality. The first reform concerns systematic socialization of legal aid. In accordance with the principle of public information disclosure, local governments have a constitutional and administrative duty to disseminate information widely and continuously. Without active outreach, UMKM cannot claim their rights because legal rights that are not known are tantamount to rights that do not exist in practice. This requirement also resonates with the principle of transparency in public administration, which is mandated under Law No. 14 of 2008 on Public Information Openness. Thus, socialization should not be ceremonial or limited to a single event but rather structured as



an ongoing program. It must use multiple channels: direct counseling in villages, collaboration with cooperatives and business associations, integration with religious and community gatherings, and digital campaigns through social media platforms. Through such systematic outreach, UMKM actors will gradually internalize legal knowledge as part of their business practices.

Second, the Regent should issue a Regent Regulation (Peraturan Bupati) as a technical guideline to ensure procedural clarity and uphold the principle of legal certainty. Article 28D paragraph (1) of the 1945 Constitution guarantees that every citizen has the right to legal certainty, and without implementing regulations, Article 36B of Regional Regulation No. 14/2022 remains an empty promise. A Regent Regulation could elaborate on several technical aspects: the process for submitting requests for legal aid, timelines for responses, coordination mechanisms between the Department of Cooperatives, the Legal Division, and external partners, as well as accountability measures to evaluate service delivery. This step would align with the principle of good governance, which emphasizes clarity of authority, procedures, and outcomes. Moreover, such a regulation would provide legal standing for officials to act, avoiding hesitation or bureaucratic inertia that often arises from regulatory ambiguity.

Third, budget allocation is an indispensable prerequisite to realize the principle of accountability. A policy without adequate financial resources will inevitably fail to produce outcomes, no matter how strong its normative foundation. In line with Law No. 17 of 2003 on State Finances, every program must be reflected in budgetary planning to demonstrate governmental seriousness. Allocating a specific budget line for legal aid to UMKM covering activities such as socialization, consultation, training, and mediation services would operationalize the mandate of Article 36B. Moreover, this allocation is consistent with the principle of efficiency and effectiveness in financial management, ensuring that public money is directed toward programs with tangible benefits for society (Handayani, 2019).

Fourth, Blora must establish legal aid clinics for UMKM in collaboration with universities, Legal Aid Institutes (LBH), and professional associations. This initiative would embody the principle of access to justice, as enshrined in Law No. 16 of 2011 on Legal Aid, which mandates the provision of free legal services for disadvantaged groups. UMKM, particularly those operating in the informal sector, fall squarely within this category due to their limited capacity to access formal legal institutions. Legal clinics could function as hybrid centers by providing legal literacy classes, consultation desks, drafting simple contracts, and even offering mediation for business disputes. University law faculties could mobilize students through clinical legal education programs, thereby simultaneously serving communities and fostering the next generation of socially responsive lawyers. This approach reflects Satjipto Rahardjo's notion of progressive law, which sees law as an instrument for social justice rather than a rigid set of rules.

Fifth, inter-agency coordination must be institutionalized to fulfill the principle of integration. Fragmentation between institutions such as the Legal Division, Department of Cooperatives, police, and courts creates bureaucratic gaps that prevent UMKM from receiving comprehensive legal protection. Coordination could be formalized through the establishment of



an inter-agency task force or working group, mandated to meet regularly, share data, and synchronize programs. This would align with the principle of synergy in governance, ensuring that overlapping mandates are harmonized rather than duplicated. Furthermore, integration enhances accountability because each agency's role becomes transparent within a collective framework.

Sixth, in light of the digital transformation of governance, Blora should explore digital legal aid services integrated with the Online Single Submission (OSS) platform. Central Java's pioneering initiative with a call center demonstrates how accessible, real-time services can dramatically increase citizen engagement. By embedding legal aid services into OSS, UMKM entrepreneurs could access consultation hotlines, file complaints, and download legal document templates directly from a system they already use for licensing. This step would embody the principle of efficiency by reducing costs, minimizing bureaucratic delays, and ensuring services are accessible at all times. Additionally, the integration of digital services aligns with the broader principle of innovation in governance, encouraging local governments to adapt to societal changes rather than lag behind them.

Seventh, strengthening partnerships with civil society, LBH, and universities is equally vital. This reflects the principle of subsidiarity, which recognizes that the state cannot and should not monopolize all functions but must empower community-based organizations to play an active role. Civil society organizations are often closer to UMKM actors, understand their local contexts, and can design programs that resonate with community needs. Universities, through research and community service mandates, can provide intellectual resources and evidence-based recommendations, while LBH contributes professional legal expertise. Such partnerships transform legal protection into a collaborative enterprise, ensuring inclusivity and sustainability. This reflects the ideal of participatory governance, which emphasizes that policies are most effective when designed and implemented with citizen involvement.

Ultimately, the legal protection of UMKM is not merely an administrative duty but a constitutional right. Article 27 paragraph (1) of the Constitution guarantees equality before the law, and Article 28H affirms that every person has the right to protection, security, and welfare. Failure to implement Article 36B of Blora's Regional Regulation undermines these constitutional guarantees and thereby weakens the legitimacy of the rule of law itself. As emphasized by numerous studies, UMKM resilience depends not only on economic support such as credit and market access but also on the certainty of legal protection. Without legal certainty, disputes escalate informally, contracts lack enforceability, and entrepreneurs remain vulnerable to exploitation.

Law must therefore serve as a tool of social engineering, as articulated by Roscoe Pound, guiding social relations in a way that empowers UMKM, ensures disputes are resolved fairly, and distributes justice equally. The jurisprudential philosophy of Pound reminds us that law is not an end in itself but a means to achieve social order and justice (Dirkareshza, 2023). Similarly, John Rawls' difference principle highlights that justice requires protecting the least advantaged groups, a category into which many UMKM fall. By failing to operationalize legal protection, Blora



indirectly exacerbates inequality, contradicting the very foundations of a democratic rule of law or *rechtsstaat* that prioritizes certainty, justice, and utility.

Thus, Blora's primary challenge lies not in drafting norms but in realizing them in practice. If the recommended reforms such as systematic socialization, Regent Regulation, budget allocation, legal aid clinics, inter-agency coordination, digital innovation, and partnerships with civil society are implemented, then legal protection for UMKM will no longer remain symbolic. It will be concretely experienced as a tangible right, aligning with the ideals of a democratic legal state that not only declares principles but actively fulfills them. In this way, Blora can transform its regulatory framework from a dormant promise into a living embodiment of justice, inclusivity, and sustainable development.

4. Conclusion

This study concludes that although Regional Regulation Number 14 of 2022 in Blora Regency is normatively aligned with the national legal framework on the protection of micro-enterprises, its implementation has not been effective. The regulation, which formally outlines various forms of legal aid services, remains only at the normative level due to the absence of technical mechanisms, budget allocation, and institutional coordination.

The findings highlight a significant gap between legal norms and social reality. Most micro-entrepreneurs in Blora are unaware of the existence of legal aid services, leading them to resolve disputes through informal family arrangements that often place them at a disadvantage. The main obstacles are not the lack of regulation but low administrative literacy, insufficient socialization, and the inability of local government to reach vulnerable groups.

Analysis based on William Dunn's policy evaluation indicators shows that the policy has failed to meet the criteria of effectiveness, efficiency, adequacy, equity, and responsiveness, even though it can still be justified normatively. Successful practices in other regions demonstrate that implementation requires political commitment, budgetary support, and proactive institutional design, which remain lacking in Blora.

Therefore, corrective steps are needed to achieve the intended objectives of the regulation. These include the formulation of implementing rules through a Regent Regulation, the allocation of specific funds, systematic socialization, the establishment of legal aid clinics for micro-enterprises, and strengthened inter-agency coordination. Such measures are essential to ensure that legal protection is realized as a constitutional right for micro-entrepreneurs, in accordance with the principles of legal certainty, justice, and utility.



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