

# Internal and External Environment Analysis in Escorting the Non-Physical Special Allocation Fund for Drug and Food Control in Lampung Province

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## Abstract

Since 2020, the Indonesian FDA has given 319 districts/cities with a Non-Physical Special Allocation Fund for Drug and Food Control (DAK Nonfisik POM). The distribution of DAK Nonfisik POM to 419 districts/cities throughout Indonesia has been approved for 2021. The policy goal of DAK Nonfisik POM is to build regional capacity in the areas of pre- and post-market food home industry supervision, and licensing supervision in pharmaceutical service facilities. The implementation of DAK Nonfisik POM activities by Local Governments in Lampung Province must be escorted by the Balai Besar Pengawas Obat dan Makanan (BBPOM) di Bandar Lampung, which serves as the BPOM's Technical Implementation Unit in Lampung Province. The purpose of this study is to analyze the internal and external environmental factor that affected the performance of BBPOM di Bandar Lampung related to its role in controlling the DAK Nonfisik POM in its working area. The type of research used is descriptive qualitative research using analytical tools, namely PESTEL framework, Resource-based View, and SWOT Analysis. The results showed some internal and external environment that affect on the performance of BBPOM in Bandar Lampung related to its role in escorting the DAK Nonfisik POM in Lampung Province.

## Keywords

DAK Nonfisik POM; BBPOM di Bandar Lampung; PESTEL; SWOT analysis; RBV



## I. Introduction

Since 2020, the Indonesian FDA has provided a Non-physical Special Allocation Fund for Drug and Food Control (DAK Nonfisik POM) for 319 districts/cities. (BPOM, 2020) In 2021, the provision of DAK NF POM has been approved to be distributed to 419 districts/cities throughout Indonesia. The policy goal of DAK Nonfisik POM is to build regional capacity in the areas of pre- and post-market food industry supervision, as well as licensing supervision in pharmaceutical service facilities. The 2021 DAK Nonfisik POM is given to increase the effectiveness of Drug and Food control in the regions through more comprehensive activities, namely in the form of increasing the validity of licensing data for pharmaceutical service facilities (and Micro Entrepreneur Traditional Medicines (UMOT); quality development and competency improvement of human resources managing pharmaceutical facilities and food control (Food Safety Extension Officer (PKP)/District Food Inspector (DFI); increasing the effectiveness of supervision, guidance, and follow-up on the results of control of the Food Home Industry; improvement of safety, quality and

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competitiveness of Home Industry Food products (PIRT), and Communication, Information, and Education on food safety. (BPOM, 2021)

The Technical Implementation Unit under BPOM, abbreviated as UPT BPOM, is a stand-alone work unit that performs certain operational and/or supporting technical activities in the realm of drug and food control. Balai Besar Pengawas Obat dan Makanan (BBPOM) di Bandar Lampung is a UPT BPOM in Lampung Province. BBPOM di Bandar Lampung performs its duties and functions as the technical unit of the BPOM in the regions in accordance with the Regulation of the Head of the Indonesian FDA No. 22/2020 concerning the Organization and Work Procedure of the Technical Implementing Unit within the Indonesian FDA. The implementation of DAK NF POM activities by District/City governments in Lampung Province that receive DAK NF POM must be escorted by the BBPOM di Bandar Lampung, in accordance with the budget ceiling and output targets set in the Operational Instructions.

In 2020, there were six Districts/Cities in Lampung Province that received DAK Nonfisik POM for the activity menu of supervision of food and beverages home industry, and four Districts/Cities receiving POM Non-Physical DAK for pharmaceutical service facilities supervision activities. The total budget given to all districts/cities is IDR 1,336,748,000. Based on the results of monitoring and evaluation in Q3-2020, it is known that the realization of the DAK Non-Physical POM implementation budget is still not satisfactory, where the average realization is 18 percent for the menu supervision of food and beverages home industry, and 21 percent for the menu of supervision of pharmaceutical service facilities. In 2021, the number of Districts/Cities receiving POM Non-Physical DAK in Lampung Province increase to 14 Districts/Cities, of which 11 are in the BBPOM di Bandar Lampung catchment area. The activity menu in the Operational Manual has changed from two to five activity menus in 2021. Based on the results of monitoring and evaluation in Q3-2021, the realization of the DAK Non-Physical POM implementation budget is also still not maximized at 17.06 percent on average from 11 districts/cities.

The successful implementation of POM Non-Physical DAK by the Regency/City which is escorted by BBPOM in Bandar Lampung is very important for accelerating the effectiveness of Drug and Food supervision in Lampung Province. Therefore, it is necessary to analyze the internal and external factors that affected the performance of BBPOM di Bandar Lampung related to its role in escorting the DAK Nonfisik POM in Lampung Province.

## **II. Review of Literature**

### **2.1. Drug and Food Control in Indonesia**

Drug and Food are two basic human needs that are intricately intertwined. Drug and Food are critical not only for meeting basic needs, but also for shaping one's quality of life. As a result, drug and food control plays a critical role in safeguarding and increasing Indonesians' quality of life so that they can contribute to the country's competitiveness. Realizing this, the government has given a mandate to the Indonesian FDA (BPOM) as a non-ministerial institution to carry out government duties in the field of Drug and Food control through Presidential Regulation of the Republic of Indonesia No. 80/2017 concerning the Indonesian FDA. (BPOM, 2020).

In order for Drug and Food control in Indonesia to be effective, it must be coordinated among ministries, agencies, and local governments. Coordination between BPOM and the Regional Government is very much needed because as the holder of the task, principal, and function of drug and food supervision, BPOM has several limitations. However, this

coordination is not yet fully achieved. According to the results of the Supreme Audit Agency's (BPK) audit of the Indonesian FDA, the Regional Government's follow-up to the outcomes of Indonesian FDA monitoring is relatively low. According to BPOM data, the overall number of BPOM recommendations followed up on by the Regional Government in 2016 was only 20.32 percent. (Aziliya, 2017). This demonstrates that in terms of Drug and Food safety control, cross-sectoral coordination between the center government and the regions government is often lacking. In 2017, the government issued the Presidential Instruction No. 3/2017 concerning Improving the Effectiveness of Drug and Food Control. This Presidential Instruction is addressed to several parties. These parties are instructed to take steps according to their respective duties, functions, and authorities to synergize with BPOM and be actively involved in Drug and Food control activities.

## **2.2 Non-physical Special Allocation Fund for Drug and Food Control**

BPOM believes that in formulating national policies in the field of Drug and Food control, taking into account the prevalence of undesirable events in the Drug and Food control system, Regional Governments should play a larger role, collaborating with BPOM's Technical Implementation Units (UPT) in the regions. Through Minister of Home Affairs Regulation No. 41/2018 concerning Improved Coordination of Drug and Food Development and Control in the Regions, the Ministry of Home Affairs, supports this. Due to reported funding constraints in local government drug and food supervision, the BPOM, in collaboration with Bappenas, the Ministry of Finance, and the Ministry of Home Affairs, has developed a Special Allocation Fund Policy for the Non-Physical Sector. Drug and Food Control Health Sub-Sector (DAK Non-Physical POM) with reference to Government Regulation No. 55/2005 on Balanced Funds.

The Health Operational Assistance (BOK) or Non-Physical Special Allocation Fund (DAK NF) for the Health Sector is a fund allocated to the regions to finance the operations of national priority program activities in the health sector that are regional affairs in order to improve access and quality of health services in the regions. In accordance with the APBN Law and the 2020 Financial Note, there is a new policy for the allocation of Transfers to Regions and Village Funds (TKDD), namely the addition of the Drug and Food Control Sub-sector in the Non-Physical DAK for the 2020 FY Health Sector.

## **2.3 PESTEL framework, SWOT analysis, and Resource-Based View (RBV)**

Studying the external environment can help for better understanding the possibilities and threats for developing strategy for BBPOM di Bandar Lampung in controlling the implementation of DAK Nonfisik POM in Lampung Province. PESTEL is a common method for analysis of organizations. Rothaermel (2021) introduced PESTEL as a framework for categorizing and analyzing a wide range of external elements (political, economic, sociocultural, technological, ecological, and legal) that may affect a company. These elements might present the company with both opportunities and threats. Some studies that using the PESTEL framework in public sector has been conducted such as, the interdependencies of E-government challenges in Tanzania (Mkude and Wimmer, 2015), public transportation in Oman (Belwal, 2017), and feasibility study of PGN project diversification (Merzy et al, 2018).

The modification of PESTEL can be used to connect factors to a working framework of SWOT analysis. SWOT analysis is a two-by-two matrix that considers an organization's internal (strengths and weaknesses) and external (opportunities and threats) challenges. SWOT analysis can provide an initial overview of an organization's external and internal situation. (Ginter et al., 2018). The SWOT framework provides a structured framework for

in-depth conversation and information sharing, which can help managers make better choices and judgments in the future. (Pearce and Robinson, 2008). The purpose of a SWOT analysis is to match a company's strengths to appealing opportunities in the environment, while minimizing threats and reducing or overcoming weaknesses. (Kotler and Armstrong, 2018). There have been many studies on applying the SWOT analysis for public sector in various purpose, from the Records Management System in Kenya (Kemoni and Ngulube, 2007), developing Iran's government strategies for strengthening the national system (Ghazinoory and Ghazinoori, 2006), and determining the priority strategy in the implementation of E-Government (Karyono and Agustina, 2019).

The Resource-Based View (RBV) model systematically aids in identifying core competencies (Barney, 1991). This model suggests resources to be crucial to a performance of the company. The resource-based view of the firm, according to Grant (2018), is a vision of the firm as a collection of resources and capabilities that serve as the foundation for competitive advantage and strategy. The potential of the RBV to offer a more focused, measurable approach to internal analysis begins with its classification of three main types of resources: tangible assets, intangible assets, and organizational capabilities. (Pearce and Robinson, 2008).

### **III. Research Method**

This research is using qualitative research methodology within internal function and stakeholders that are related to control in implementation of DAK NF POM in Lampung Province. The primary data collected by conducting a semi-structured interview. The semi-structured interview method is chosen so that questions, procedures and focus may alter or emerge during a research process that is both naturalistic and interactive. (Saunders, 2019). While secondary data will be gathered by literature review from journals, government regulations, BPOM and BBPOM di Bandar Lampung internal reports, academic publication, textbook, and news. The external environment analysis using the PESTEL Framework, while the internal analysis using the Resource-Based View (RBV) and SWOT Analysis.

### **IV. Result and Discussion**

#### **4.1. External Environment Analysis (PESTEL Framework)**

##### **a. Political**

Due to the Covid-19 pandemic, the reduction in health-related budgets is prioritized for accelerating the handling of Covid-19 as well as activities directly related to the restoration of public health, such as funds for services at public health centers as well as the procurement of medical equipment and medicine. This is due to several factors including, the DAK NF POM is still integrated with the Health Operational Assistance fund under the Ministry of Health, as well as the lack of understanding of the relevant agencies regarding

Another political factor that affects the implementation and escort of the DAK NF POM in 2021 is the change of the Minister of Health in 2020. This change resulted in a change in policy at the Ministry of Health which resulted in the issuance of the Technical Instructions Regulation of the Minister of Health of the Republic of Indonesia Number 12 /2021 concerning the Technical Guidelines for the Use of Non-Physical Special Allocation Funds for the Health Sector for Fiscal Year 2021 is late. This of course affects the schedule for implementing activities by the government which can only start at the end of Q2/2021. Regarding this incident, the vice president of the Republic of Indonesia ordered the relevant ministries/agencies to be able to plan and issue all regulations related to implementation and

budget for the following year in early 2021. The order was followed up by Indonesian FDA cooperates with other relevant ministries/agencies. Until November 2021, the process of issuing the Operational Instructions for 2022 has entered the final stage, so it is hoped that it will be published by the end of 2021.

Another thing that can be an opportunity is related to the direction of economic recovery policies in Lampung Province. In the 2021 Lampung Province Musrenbang activity, the Governor of Lampung Province conveyed several directions regarding the Economic Recovery of Lampung Province in the future, the need for strengthening regional food security, increasing community empowerment through the development of micro, small and medium enterprises, support for cooperatives, labor-intensive infrastructure improvement activities, reactivate the business wheel gradually, while maximizing the effectiveness of the development budget allocation while still providing social protection for vulnerable communities.

### **b. Economic**

Despite a decrease in 2020, Lampung Province's Economy is expected to increase in 2021. According to BPS Lampung Province data, in 2021, the economy of Lampung Province in the third quarter of 2021 compared to the third quarter of 2020 (y-on-y) grew by 3.05 percent, slower than the economic growth in second quarter of 2021 which grew by 5.15% (y-on-y). Where the highest source of growth based on business field comes from the processing industry, which is 1.31 percent. Meanwhile, the highest source of growth based on expenditure was household consumption and PMTB, each with 1.16 percent. (BPS Lampung, 2021)

The economic condition of Lampung Province, which showed improvement during the pandemic, even showed positive growth, providing an opportunity to oversee the DAK NF POM program by the Provincial Office of Indonesian FDA in Bandar Lampung. Economic growth is effective in increasing the growth of Regional Original Income (PAD) or economic growth has spread in the economic sector which is a source of PAD revenue (Desmawati, 2015). Gradually improving economic conditions and the recovery of public health conditions will have the opportunity to allocate the Regional Revenue and Expenditure Budget to other sectors which for the past two years have been sidelined due to the government's focus on handling Covid-19.

### **c. Sociocultural**

There has been a change in people's lifestyles as a result of the emergence of the Covid-19 pandemic in Indonesia. Based on BPS survey data for the year 7-14 September 2020, as many as 74.73 percent of respondents tend to avoid crowds when outside their homes, this is supported by the fact that 89.94 percent of respondents believe that these activities are very effective in preventing infection with Covid-19. Based on the same survey, 47.37 percent of respondents went out of the house less often than before the new normal adaptation. (BPS Provinsi Lampung, 2020)

The majority of people limit themselves from holding large gatherings in order to fortify themselves from being infected with Covid-19. Many of the targets for DAK Nonfisik POM activities are aimed at owners of the household food industry, where most of the owners are people of an age vulnerable to Covid-19. On the other hand, several officers implementing DAK NF POM activities in districts/cities were infected with Covid-19, so activities had to be temporarily suspended until health conditions recovered. In addition to influencing the implementation of activities, it also affects coordination activities between the Provincial Office of Indonesian FDA in Bandar Lampung and several local governments.

Several government agencies have also imposed restrictions on face-to-face activities to reduce the spread of Covid-19.

#### **d. Technological**

Based on the results of the IP-TIK study (BPS, 2021), technologically, Lampung Province has developed quite well. This is also affected by the Covid-19 pandemic, which forces people to make more use of digital platforms. However, Internet access has not been evenly distributed in all regions in Indonesia. Rural areas with various limitations still experience problems in accessing the internet. In addition, other obstacles are also found in the lack of understanding and ability for some people in the region in the use of internet technology. For example, in the implementation of DAK NF POM is the reporting section. PICs in local offices must report the realization of the implementation of activities through the SMART POM application. In reporting using the SMART POM application, technical problems were still found in its implementation regarding data uploads.

#### **e. Ecological**

The activities accommodated in DAK NF POM, such as technical guidance, training, counseling, etc., are activities that require face-to-face meetings. According to experience, this face-to-face activity has the potential to increase the amount of plastic waste (derived from food and beverage containers). In addition to plastic waste, in the current pandemic conditions where people must maintain health protocols wherever they are, it can also potentially increase the waste of disposable masks.

#### **f. Legal**

There are several Law that support the role of BBPOM di Bandar Lampung in escorting the DAK Nonfisik POM policy, namely:

- Presidential Instruction No. 3/2017 concerning Increasing the Effectiveness of Drug and Food Control
- Permendagri No. 41/2018 concerning Improved Coordination of Drug and Food Development and Control in the Regions.
- Government Regulation No. 55 of 2005 concerning Balanced Funds
- Presidential Regulation No. 78/2019 concerning Details of the State Revenue and Expenditure Budget for Fiscal Year 2020
- Indonesian FDA Regulation No. 3/2020 concerning Operational Instructions for the Use of Non-Physical Special Allocation Funds for the Health Sector for the Drug and Food Control Sub-Sector for Fiscal Year 2020.
- Indonesian FDA Regulation No. 12/2021 concerning Operational Instructions for the Use of Non-Physical Special Allocation Funds in the Health Sector, Drug and Food Control Sub-Sector FY 2021.

### **4.2. Internal Analysis (Resource-Based View and SWOT Analysis)**

#### **a. Resource-Based View (RBV)**

Tangible assets are those that have physical characteristics and are thus visible. Intangible assets, on the other hand, are resources that do not have physical characteristics and so are invisible. BBPOM di Bandar Lampung resources can be seen in the Table 1 below.

**Table 1. BBPOM di Bandar Lampung Resources**

RESOURCES	
TANGIBLE ASSETS	INTANGIBLE ASSETS
<ul style="list-style-type: none"> <li>• Human resources Adequate number of human resources.</li> <li>• Land and Buildings Ownership of land, office buildings, and adequate laboratories.</li> <li>• Equipments and supplies Office equipment facilities, operational support vehicles, as well as adequate office and laboratory supplies.</li> <li>• Laboratory testing instruments Adequate laboratory equipment according to laboratory category standards set by BPOM.</li> <li>• Government funding Financial support from the government every year.</li> </ul>	<ul style="list-style-type: none"> <li>• Knowledge and Skill HR has diverse educational backgrounds, supported by training programs every year to improve competence.</li> <li>• Organizational culture Index score for Organizational Culture in July 2021 3.473 (scale 0-4), higher than BPOM average organizational culture index value.</li> <li>• Reputation Has good reputation and received several award.</li> </ul>

Capabilities exist, according to Hitt et al. (2006), when resources have been purposefully integrated to do a specific task or collection of tasks. In many cases, capabilities are built in certain functional domains. Table 2 shows a grouping of organizational functions and the capabilities of BBPOM di Bandar Lampung.

**Table 2. BBPOM di Bandar Lampung Capabilities**

Functional Areas	Capabilities
<b>Laboratory Testing Function</b>	<ul style="list-style-type: none"> <li>• Plan, program, and budget development in the field of routine chemical and microbiological testing and in the context of Drug and Food investigations;</li> <li>• Deployment of routine chemical and microbiological testing and in the context of Drug and Food investigations; and</li> <li>• Monitoring, evaluation, and reporting in the field of routine chemical and microbiological testing and in the context of Drug and Food investigations.</li> </ul>
<b>Surveillance Function</b>	<ul style="list-style-type: none"> <li>• Plan, program, and budget development in the inspection includes inspection of production facilities, distribution and pharmaceutical services, product certification and production and distribution facilities, sampling, and monitoring of Drug and Food labels and advertisements;</li> <li>• Deployment in the field of inspection includes inspection of production facilities, distribution and pharmaceutical services, product certification and production and distribution facilities, sampling, and monitoring of Drug and Food labels and advertisements;</li> </ul>

	<ul style="list-style-type: none"> <li>Monitoring, evaluation, and reporting in the field of inspection include inspection of production facilities, distribution and pharmaceutical services, product certification and production and distribution facilities, sampling, as well as monitoring of Drug and Food labels and advertisements.</li> </ul>
<b>Reinforcement Function</b>	<ul style="list-style-type: none"> <li>Plan, program, and budget development in the field of deterrence, intelligence, and investigation of violations of the provisions of laws and regulations in the field of Drug and Food control, as well as monitoring the circulation of Drugs and Food through cyber,</li> <li>Deployment in the field of prevention, intelligence, and investigation of violations of the provisions of laws and regulations in the field of Drug and Food supervision, as well as monitoring the circulation of Drug and Food through cyber;</li> <li>Monitoring, evaluation, and reporting in the field of deterrence, intelligence, and investigation of violations of the provisions of laws and regulations in the field of Drug and Food control, as well as monitoring the circulation of Drug and Food through cyber</li> </ul>
<b>Information and Communication Function</b>	<ul style="list-style-type: none"> <li>Plan, program, and budget development in the field of management communication, information, education, and public complaints and cooperation in the field of Drug and Food control;</li> <li>Deployment in the field of management of communication, information, education, and public complaints as well as cooperation in the field of Drug and Food control;</li> <li>Monitoring, evaluation and reporting in the field of management communication, information, education, and public complaints as well as cooperation in the field of Drug and Food control.</li> </ul>
<b>Administration Function</b>	<ul style="list-style-type: none"> <li>Plan, program, and budget development;</li> <li>Deployment of financial management and state property;</li> <li>Managing correspondence and archives;</li> <li>Management of governance and quality assurance;</li> <li>Deployment of personnel management affairs;</li> <li>Management of Information and communication technology</li> <li>Deployment of equipment and household affairs, and</li> <li>Deployment of monitoring, evaluation, and performance reporting.</li> </ul>

## b. SWOT Analysis

The result of the interview and literature research identified several points of BBPOM di Bandar Lampung internal strengths and weaknesses and the external opportunities and threats based on a view from the escorting of DAK Nonfisik POM inLampung Province. Table 3 are the SWOT analysis BBPOM di Bandar Lampung.



**Table 3.** BBPOM di Bandar Lampung SWOT Analysis

<b>Strengths</b>	<b>Weaknesses</b>
<ol style="list-style-type: none"><li>1. High commitment and adequate competence of BBPOM di Bandar Lampung officers (S1)</li><li>2. The number of human resources that have the potential to be able to escort DAK NF POM is sufficient. (S2)</li><li>3. Good relationship with the local government. (S3)</li></ol>	<ol style="list-style-type: none"><li>1. The number of human resources appointed as the person in charge of escorting DAK NF POM is currently very small. (W1)</li><li>2. Lack of involvement from the beginning of planning during the preparation of the Budget Activity Plan (W2)</li></ol>
<b>Opportunities</b>	<b>Threats</b>
<ol style="list-style-type: none"><li>1. Indonesian FDA supports in increasing the implementation of DAK NF POM in the regions (O1)</li><li>2. The diverse menu of DAK NF POM activities. (O2)</li><li>3. Commitment of PICs at the local health office in implementing DAK NF POM (O3)</li><li>4. Competency of HR in local governments that carry out reporting of activities through the SMART POM application. (O4)</li></ol>	<ol style="list-style-type: none"><li>1. The issuance of technical guidelines for the implementation of DAK NF POM takes a long time. (T1)</li><li>2. Local government commitment to the use of DAK NF POM according to its designation. (T2)</li><li>3. Limited number of personnel implementing DAK NF POM activities in districts/cities. (T3)</li><li>4. Internet facilities have not yet reached remote areas. (T4)</li><li>5. Inadequate people's ability to use internet technology. (T5)</li><li>6. Technical constraints in reporting through the SMART POM application. (T6)</li><li>7. Covid-19 pandemic (T7)</li><li>8. Limited understanding of local governments related to the BOK POM business process (T8)</li><li>9. Low reporting compliance through SMARTPOM (T9)</li></ol>

Based on the results of the SWOT analysis, it can be seen that there are still many threats that can affect the performance of BBPOM in Bandar Lampung regarding its role in escorting the implementation of DAK Nonfisik POM in Lampung Province.

## **V. Conclusion**

Internal and external environment analysis can be useful for government agencies in knowing the factors that can affect their performance in carrying out their duties or overseeing a policy. The results from this study can be used by BBPOM in Bandar Lampung to formulate an appropriate strategy in order to optimize its role in escorting the implementation of POM Non-Physical DAK in Lampung Province in the future.

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