

## Internal Resource Optimization Challenges under the Public Service Agency (BLU) Framework : A Qualitative Institutional Study at Politeknik Negeri Semarang

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### ABSTRAK

Perguruan tinggi vokasi kini dituntut untuk menyeimbangkan peran akademik dengan kebutuhan kewirausahaan. Di Politeknik Negeri Semarang (Polines), terdapat beberapa hambatan yang memengaruhi pemanfaatan sumber daya internal untuk pengembangan unit bisnis. Hambatan tersebut mencakup keterbatasan fleksibilitas manajerial dalam skema Badan Layanan Umum (BLU), ketidaksinkronan antara kebijakan dan praktik lapangan, pemanfaatan aset produktif yang belum optimal, adopsi nilai kewirausahaan yang berjalan lambat, serta kolaborasi internal-eksternal yang masih terpecah. Penelitian ini bertujuan mengidentifikasi faktor-faktor yang menghambat optimalisasi sumber daya internal dalam mendukung aktivitas kewirausahaan di unit bisnis Polines. Penelitian menggunakan pendekatan kualitatif dengan desain studi kasus melalui wawancara, observasi, dan telaah dokumen. Data dianalisis menggunakan NVivo 15 melalui proses pengodean sistematis. Temuan menunjukkan bahwa hambatan utama terkonsentrasi pada tiga aspek: pengelolaan aset produktif, penguatan praktik kewirausahaan, dan pengembangan jejaring kolaboratif. Secara teoretis, penelitian ini menunjukkan bagaimana batasan kelembagaan mempengaruhi upaya optimalisasi sumber daya, sekaligus memperkuat pemahaman dari Teori Kelembagaan dan Model Triple Helix. Secara praktis, penelitian ini menekankan perlunya tata kelola aset yang lebih adaptif, mekanisme insentif yang jelas, dan pengelolaan kemitraan yang terstruktur untuk meningkatkan kinerja dan keberlanjutan institusi.

**Kata kunci:** Budaya Wirausaha, Optimalisasi Sumber daya, Polines, Triple Helix, Unit Bisnis

### ABSTRACT

*Vocational higher education institutions face growing pressure to balance academic duties with entrepreneurial demands. At Politeknik Negeri Semarang (Polines), several issues hinder the effective use of internal resources for business unit development. These include limited managerial flexibility under the Public Service Agency (BLU) scheme, gaps between institutional policies and on-ground practices, underused productive assets, slow adoption of entrepreneurial values, and fragmented internal-external collaboration. This study aims to identify the key obstacles that affect efforts to optimize internal resources in supporting entrepreneurial activities within Polines' business units. Using a qualitative case study design, data were collected through interviews, observations, and document analysis, then processed in NVivo 15 using systematic coding. The findings show that challenges concentrate on three areas: managing productive assets, strengthening entrepreneurial practices, and improving collaborative networks. The study contributes theoretically by clarifying how institutional constraints shape resource optimization in vocational institutions, supporting insights from Institutional Theory and the Triple Helix Model. Practically, the study highlights the need for more adaptive asset governance, clear incentive mechanisms, and structured partnerships to enhance performance and sustain institutional development.*

**Keywords:** Entrepreneurial Culture, Resource Optimization, Polines, Triple Helix, Business Unit

### INTRODUCTION

Vocational higher education plays an important role in preparing human resources capable of responding to dynamic socio-economic demands. In Indonesia, vocational education emphasizes practical competencies aligned with labor market needs, requiring institutions to

produce graduates who are both job-ready and able to engage in innovation and entrepreneurship (Priyono et al., 2023). Politeknik Negeri Semarang (Polines), a state vocational institution, gained Public Service Agency (BLU) status through the Decree of the Minister of Finance No. 220/KMK.05/2021, which grants financial flexibility to utilize its physical assets are laboratories, workshops, studios and non-physical assets, such as the expertise of lecturers, staff, and students, for educational services and business activities.

However, the utilization of these internal resources has not yet been fully optimized. As shown in Table 1, Polines' revenue composition from 2021 to 2024 remained concentrated in general BLU income, averaging 49.0% and experiencing a steady decline due to rationalization policies. Room and building rental contributed an average of 29.8% with an upward trend, while institutional partnerships accounted for 17.1%, and expertise-based services such as training and consultation contributed 4.1%, both remaining limited and volatile. This pattern indicates that business units have not yet functioned as significant drivers of entrepreneurial activity, despite the institution's substantial assets and human resource potential.

**Table 1. Contribution of Educational Support Revenue Sources at Polines 2021–2024**

Revenue Source	Average Contribution 2021–2024 (%)	General Trend
Partnerships with institutions/business entities	17.1	Fluctuating, peaked significantly in 2022, and had high volatility.
Room and building rental	29.8	Steadily increasing contribution, significantly peaked in 2024 due to building/room rent.
Training services and expert consultation	4.1	Decreasing contribution overall, with significant drops in 2023.
Other BLU revenues	49.0	Represented the largest share but declined each year due to income rationalization and business unit restructuring.

Source : Polines Financial Report (2021–2024), 2025 (Data Analysed).

These revenue patterns contrast with findings that demonstrate how laboratory- and workshop-based units can operate simultaneously as learning facilities and productive economic units when supported by coherent management systems (Harianton & Saefuddin, 2016). At Polines, implementation challenges persist, including fee structures that do not reflect actual economic value, limited coordination among units, and weak evaluation mechanisms. Meanwhile, applied expertise among lecturers and the creativity of students hold considerable potential for generating economic value through training, certification, and consulting services (Brajawidagda et al., 2019). Studies on campus business units, BLU strategies, and integrated laboratory management reinforce the importance of managerial capacity, institutional strategy, and effective asset governance (Rohmawati et al., 2022).

Understanding these institutional dynamics requires appropriate theoretical grounding. Institutional Theory highlights how regulatory, normative, and cognitive pressures shape organizational behavior (Cai & Mehari, 2015). While internal actors may serve as institutional entrepreneurs that drive change despite structural resistance (Hoogstraaten et al., 2020). The Triple Helix model underscores the critical role of university–industry–government collaboration in advancing innovation (Jaelani, 2019). In parallel, the concept of the *Entrepreneurial University* elucidates the expanding economic and social functions of higher education institutions (Fernandez-nogueira et al., 2018).

Although these frameworks offer valuable insights, few studies integrate Institutional Theory, the Triple Helix, and the Entrepreneurial University to explain how vocational institutions under the BLU framework optimize internal resources spanning human resources, infrastructure,

and institutional systems to strengthen business unit performance. This gap is particularly pronounced in state-run vocational institutions such as Polines.

Therefore, this study aims to identify and analyze the key challenges that hinder the optimization of internal resources in the development of business units at Polines, and to propose a conceptual foundation that supports institutional entrepreneurship and sustainable business unit growth within the BLU framework.

## **RESEARCH METHOD**

This study used a qualitative case study design because it enables the interpretation of organizational processes within their natural context (Hasibuan et al., 2022). The case study method was chosen to capture the complexity of institutional practices and to provide an in-depth understanding of resource optimization as a real-life phenomenon (Assyakurrohim et al., 2022).

Participants were selected purposively based on their involvement in business unit operations, including institutional leaders, financial managers, unit coordinators, and technical staff. Their roles and experience ensured access to relevant insights on asset governance and entrepreneurial activities. Data collection involved semi-structured interviews, direct observations, and document analysis. Interviews explored managerial practices and resource utilization, while observations validated actual field conditions. Institutional documents such as the Strategic Plan (Renstra), Business Strategic Plan (Renstrabis), Director's Decrees, and the Budget and Business Plan (RBA) were used to support and verify primary data.

Instruments included interview guides and observation sheets designed to capture information on processes, decision-making, and internal coordination, with data collection conducted sequentially to strengthen contextual understanding. Data analysis employed NVivo 15 to perform systematic coding, theme identification, and pattern mapping, following an interactive process of data reduction, data display, and conclusion drawing (Rijali, 2018).

To ensure trustworthiness, the study employed source and method triangulation by cross-validating interviews, observations, and documents. This approach strengthened the credibility of findings and provided a coherent understanding of how Polines optimizes its internal resources to support business unit development.

## **RESULT AND DISCUSSION**

### **Result**

Data analysis combined the results of in-depth interviews with five key informants are the Director, Vice Director II, Head of the Planning and Finance Division, Lecturer 1, and Lecturer 2 and the review of seven institutional policy documents. All data were processed using NVivo version 15 through an iterative analytical cycle that began with repeated readings of interview transcripts, observation notes, and supporting documents. This process allowed the researcher to identify recurring patterns, compare perspectives across actors, and connect individual experiences with the institutional context.

The initial coding process in NVivo 15 produced 97 codes that captured recurring ideas from interviews, observations and documents. These codes were then grouped based on conceptual similarities and ultimately organized into three main clusters aligned with the study's discussion are (1) the governance and optimization of institutional assets, (2) the strengthening of entrepreneurial culture and human resource roles, and (3) the development of internal collaboration and external partnerships to support business unit growth. Table 2 presents selected interview excerpts that are representative of the major issues identified during analysis. These excerpts were chosen because they reflect key viewpoints from institutional leaders and practitioners regarding asset utilization, entrepreneurial mindset development, human resource incentives, and collaborative mechanisms within Polines.

**Table 2. Key Interview Excerpts**

<b>Main Excerpt</b>	<b>Reason for Emphasis</b>
<b>Governance And Optimization Of Institutional Assets</b>	
“When I was assigned to lead the BLU Polines, we set tariffs for several rooms and other facilities. We identified assets managed by business units so they could generate revenue from the existing resources at Polines. Every asset that can be commercialized, we commercialize it.” (Director)	Demonstrates the strategic direction of institutional leadership in maximizing asset potential to support institutional revenue.
“The utilization of Polines’ assets is directly linked to the performance achievements of business units. The mechanism is outlined in the Work and Budget Plan (RKA), in which each department or unit is assigned different revenue targets.” (Vice Director II)	Shows a systematic implementation of leadership policies indicating that assets have become key performance indicators for each unit.
“Given Polines’ status as a Public Service Agency (BLU), there should be a change in mindset toward developing business and increasing income generation.” (Director)	Reflects a conceptual idea: a paradigm shift from purely academic orientation toward institutional business orientation.
“Politeknik Negeri Semarang (Polines) has established a Business Service Center, which was initially designed and led by an academic entrepreneur with experience managing campus-based enterprises.” (Vice Director II)	Indicates the concrete implementation of the paradigm shift through the establishment of a professional and open institutional structure.
<b>The Strengthening Of Entrepreneurial Culture And Human Resource Roles</b>	
“One of the main challenges lies in changing the mindset of the academic community. As an educational institution, our initial orientation was more academic, focusing mainly on teaching activities. However, with BLU status, we are encouraged to develop entrepreneurial activities.” (Director)	Reveals the root of Polines’ cultural issue, namely the shift in mindset from academic orientation to entrepreneurship as the core of institutional change.
“Efforts to encourage staff to try new approaches are often perceived as additional work rather than new opportunities, so the motivation to engage in entrepreneurship has not yet been fully established.” (Lecturer 1)	Describes the actual situation at the operational level, where changes in mindset still face resistance and negative perceptions.
“Incentive adjustments are made based on individual or unit contributions. The process begins with signing an MoU between Polines and third parties, which includes the contract duration, scope, and implementation phase. This way, incentives reflect the contribution of lecturers or staff according to the type of business being carried out.” (Vice Director II)	Illustrates a performance-based incentive policy as an effort to increase motivation and accountability among human resources.
“We ensure a fair profit-sharing system, so that lecturers feel appreciated and motivated. For instance, lecturers receive a profit percentage of around 5 to 15 percent from the sales of their products.” (Lecturer 2)	Provides a concrete example of implementing incentive policies at the operational level, showing how motivation is built through fair reward systems.
<b>The Development Of Internal Collaboration And External Partnerships To Support Business Unit Growth</b>	
“It takes the right strategy to ensure projects are completed on time and that financial accountability is maintained. This is also important to maintain industry trust in Polines as a reliable partner. Therefore, developing formal mechanisms that enable cross-department innovation and support both technical and administrative operations is very important in the context of institutional entrepreneurship.” (Director)	Describes the institution’s strategic direction in strengthening collaboration mechanisms and ensuring accountability in cross-functional partnerships.
“Polines already has a partner database managed by Division IV. Thus, from hundreds of existing partners, we can identify which ones remain active and which collaborations have ended. Currently, the database is being evaluated to identify potential partners for further development, both internal and external.” (Vice Director II)	Shows a concrete implementation of structured and sustainable collaboration governance within the institution.

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<p>“Inter-departmental collaboration plays an important role in business development, especially when it involves multidisciplinary projects. Collaboration is not only limited to technical aspects but also includes business planning and financial management strategies. Therefore, cross-departmental collaboration has become an integral part of business development at Polines.” (Director)</p>	<p>Highlights the institution’s strategic direction, showing that cross-departmental collaboration is a key success factor in campus business development.</p>
<p>“Another example is the hydrogen motor prototype project involving collaboration with PLN and lecturers from Polines and UNDIP. Some components were made at UNDIP and others at Polines. PLN’s R&amp;D division was even directly involved. This demonstrates a multi-campus and cross-department collaboration model, with Polines serving as a center for research and services.” (Lecturer 2)</p>	<p>Provides a concrete example of implementing cross-institutional and cross-departmental collaboration, demonstrating the effectiveness of Polines’ collaborative model.</p>

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Source : Interview data, 2025

## Discussion

Asset management at Politeknik Negeri Semarang can be understood as a core component of the institution’s strategy to expand its entrepreneurial capacity and develop its business units. This practice involves setting service fees for various campus facilities and mapping assets with commercial potential. Such efforts not only reflect revenue-oriented strategies but also demonstrate the institution’s response to regulatory pressures and efficiency demands through the establishment of new mechanisms that strengthen organizational legitimacy, as explained in Institutional Theory (Goldstein et al., 2016; Hsu et al., 2018). The utilization of assets specified in planning and budgeting documents, with differentiated revenue targets for each unit, further illustrates a shift in asset function from purely academic facilities to indicators of institutional performance positioning asset management as a strategic instrument that supports the transition toward an entrepreneurial university.

The implications of this strategy become clearer when observed through the lens of institutional transformation. The repositioning of assets, technical expertise, and institutional structures as economic instruments illustrates the entrepreneurial turn emphasized in the literature (Jaelani, 2019). Within the framework of Institutional Theory, this dynamic also highlights the tension between the need for business flexibility and the demands of regulatory compliance. The status of Polines as a state institution operating under the BLU financial model reinforces such constraints, as national regulations continue to govern the utilization of state-owned assets (Sugiharti, 2014). This dependence on bureaucratic procedures is evident in findings showing that budget revisions and administrative processes often delay institutional responses to industrial opportunities. Thus, asset optimization relies not only on legal legitimacy but also on systematic asset management practices (Prenta et al., 2024). The misalignment between rapidly changing market dynamics and relatively rigid internal procedures reflects recurrent institutional challenges and underscores the need for adaptive mechanisms to support the entrepreneurial transition. Beyond regulatory factors, the transformation is also shaped by cultural and academic norms. The movement toward an entrepreneurial university is influenced by normative pressures arising when traditional academic values interact with emerging entrepreneurial expectations. In this context, shifting mindsets from academic-oriented roles to business-oriented responsibilities often encounters cultural resistance, requiring institutional mechanisms capable of bridging this gap.

A practical manifestation of this theoretical perspective can be seen in the implementation of institutional incentive systems, such as contribution-based agreements and profit-sharing schemes. These initiatives align with empirical findings highlighting the importance of institutional support and appropriate rewards in strengthening internal motivation (Mahmud et al., 2023; Sari et al., 2025). Furthermore, the literature on institutional entrepreneurship underscores the role of internal actors who can integrate academic and business logics. Such actors are essential in advancing the transformation toward an entrepreneurial university, as they facilitate the balance between academic traditions and institutional business needs (Hoogstraaten et al., 2020). Thus, Institutional Theory and institutional entrepreneurship together offer a conceptual foundation for

understanding how universities navigate cultural resistance, build effective incentives, and develop internal capacities to support organizational transformation.

The relevance of these theories becomes even more apparent when universities are situated within ecosystems requiring interaction with government and industry. From a Triple Helix perspective, cultivating an entrepreneurial culture is not only an internal necessity but also a prerequisite for universities to function as intermediaries between academia and industry. This demands hybrid roles for lecturers and administrative staff, particularly as universities seek to construct new identities as institutions producing not only graduates but also economic value.

The development of internal and external networks reflects the implementation of the Triple Helix model, where universities, industry, and government interact within a shared innovation ecosystem. This transformation is evident in Polines' efforts to build a systematic partner database and strengthen accountable partnership mechanisms, reducing dependence on informal contacts. Within an institutional theoretical framework, the success of such collaborations relies heavily on transparent and trustworthy governance, as trust represents a central currency in university–industry relationships. At the same time, strengthening the internal ecosystem through cross-unit coordination and integrated project development illustrates how the institution is gradually enhancing its entrepreneurial capacity. These collaborative practices embody the operationalization of the Triple Helix while also revealing how normative pressures and the pursuit of external legitimacy drive universities to manage networks more systematically and sustainably (Raquel et al., 2025; Shenkoya & Hwang, 2023).

Despite the potential shown by these collaborative patterns, several obstacles remain. Limited business skills among lecturers, funding challenges, and low entrepreneurial interest frequently hinder external partnerships (Goldstein et al., 2016; Pugh et al., 2018). Field findings reveal similar dynamics, indicating that the success of collaboration depends not only on facilities and opportunities but also on the readiness of internal actors and the institution's capacity to strengthen social capital and professional networks. Thus, the development of campus business units relies not only on formal strategies but also on broader integration between internal capacity, regulatory demands, and industry expectations.

Overall, the findings demonstrate that the transformation toward an entrepreneurial university is driven by a combination of asset optimization, entrepreneurial culture formation, and strengthened partnership networks. These elements are interconnected within institutional dynamics explained by Institutional Theory and reflected in Triple Helix collaboration patterns that support campus innovation initiatives. Although the direction of transformation appears consistent, the process is influenced by structural factors such as regulatory constraints, human resource readiness, and the institution's ability to establish sustainable support structures. In this way, Institutional Theory and the Triple Helix model provide a conceptual framework for understanding how universities address internal challenges while reinforcing external legitimacy in their shift toward an entrepreneurial model.

However, it is important to acknowledge several research limitations. The data collected primarily relied on interviews and internal documents, making interpretations dependent on informant perspectives and document accessibility. Since the study focuses on a single institution, the findings may not be generalizable to other higher education institutions with different characteristics. Additionally, the observed Triple Helix interactions reflect conditions during a specific period, meaning that policy shifts or changes in industrial dynamics may affect their future relevance. Finally, this study did not examine the role of students as entrepreneurial actors, even though they represent a significant component of the entrepreneurial university framework. Future research could therefore explore student involvement and compare institutional variations to deepen understanding of entrepreneurial transformation in vocational higher education.

## CONCLUSION

This study finds that Politeknik Negeri Semarang's progress toward an entrepreneurial university is shaped by the interplay of three core elements: the strategic optimization of institutional assets, the gradual formation of an entrepreneurial culture supported by incentive mechanisms, and the strengthening of internal and external collaboration. These dynamics reflect

the institutional pressures identified in the findings, showing how regulatory constraints, cultural expectations, and organizational responses influence the institution's ability to advance entrepreneurial activities. Theoretically, the study contributes by demonstrating how asset governance, cultural transformation, and partnership-building operate collectively as institutional mechanisms that support entrepreneurial development in a vocational higher education context. This integrated explanation reinforces the relevance of Institutional Theory, institutional entrepreneurship, and the Triple Helix framework in understanding institutional change. Practically, the results highlight the need for more adaptive asset management, consistent performance-based incentives, and stronger coordination across units and external partners to enhance responsiveness to industry opportunities and support the sustainability of business units. Future research may extend these insights by involving additional internal actors, particularly students, or by conducting comparative studies across institutions with different governance structures to deepen the understanding of entrepreneurial transformation in vocational education.

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