



# Implementation of the Silungkang Songket Development Program with Natural Dyeing by the Koperindag Department in Sawahlunto City

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## ARTICLE INFO

### *Article history:*

Received 11 September 2023

Received in revised form 23 November 2023

Accepted 15 December 2023

## ABSTRACT

The aim of the research is to find out an overview of the implementation of the Silungkang songket development program with natural dyeing by the Koperindag Department in Sawahlunto City. The importance of implementation is to understand the implementation of the Silungkang songket development program policy with natural dyeing by the Cooperative Industry and Trade Service in Sawahlunto City, namely the synergy between UKM actors and the Sawahlunto City Government, which acts as a regulator and facilitator in empowering songket craftsmen so that they are able to increase the ability of Silungkang songket craftsmen with natural dyeing. The research method uses a qualitative-descriptive approach, with the type of data collection carried out through interviews with the Head of the Sawahlunto City Cooperative Industry and Trade Service, the Head of the Sawahlunto City Bappeda, the Sawahlunto City Cooperative Industry and Trade Head, Sawahlunto City IKM TPL, Silungkang songket craftsmen with natural dyeing, and the community around the central area. The research results show why the implementation of the Silungkang Songket Development Program with Natural Dyeing by the Koperindag Department in Sawahlunto City has not been optimal due to the lack of clarity in the SOP, limited human resources, inadequate supporting facilities and infrastructure, access to capital sources that is still limited, the absence of UPT and third parties for business development, and socialization and coordination that are not yet massive.

### *Keyword:*

Implementation;  
Program; Development;  
Songket Silungkang

## INTRODUCTION

Implementation is one stage in the public policy process (Dolowitz & Marsh, 2000; Smith & Larimer, 2018). Usually, implementation is carried out after a policy

is formulated with clear objectives. Implementation is a series of activities in order to deliver policies to the community so that the policies can bring the expected

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results (Edward & Frinaldi, 2023; May et al., 2013; Verger, 2012). This series of activities includes the preparation of a further set of regulations, which are an interpretation of the policy. For example, from a law, a number of government regulations, presidential decrees, and regional regulations emerge, preparing resources to drive implementation, including facilities and infrastructure, financial resources, and, of course, who is responsible for implementing the policy and how to deliver the policy directly to the community.

According to Vedung (2017) explains the meaning of implementation by saying that understanding what actually happens after a program is declared effective or formulated is the focus of attention in policy implementation, namely the events and activities that arise after the guidelines are passed. State policy, which includes both efforts to administer it and to cause real consequences or impacts on society or events.

The enactment of this law gives full authority to regional governments to explore every potential they have in order to increase regional original income (PAD). Regional autonomy is an effort towards regional independence in planning, implementing, controlling, and financing development in an effort to improve services to the community, which will ultimately improve community welfare (Antlöv et al., 2016; Duncan, 2007; Mulia & Saputra, 2020). Therefore, it is necessary to empower the community and foster initiative and creativity by involving the community.

The city of Sawahlunto, with a population of 1,450,894 people spread across 4 sub-districts, requires strategies and programs to empower the poor that are effective, efficient, and responsible in creating a competitive society. Based on data from the Sawahlunto City Central

Statistics Agency (BPS) in 2020, the number of underprivileged families, or those within the poverty line, was 85,475 families. Meanwhile, the number of unemployed people in the same year reached 52,872 people.

The processing industry sector dominates the local economy in Sawahlunto City, contributing 58.33% of Sawahlunto City's GRDP (Bappeda Sawahlunto City, 2020). The large contribution made by the processing industry sector not only illustrates the high added value produced but also illustrates the main livelihood of the population in Sawahlunto City. According to data from the Department of Cooperatives for Small and Medium Enterprises, Industry, and Trade (Koperindag) of Sawahlunto City in 2020, in Sawahlunto City there are approximately 12,301 processing industrial business units, absorbing a workforce of approximately 107,150 people. The majority of these business units are small and medium industrial enterprises (IKM).

One type of small and medium-sized industry that is currently experiencing development is the traditional songket craft industry. Even though it is not yet as famous as batik, which has been declared Indonesia's national clothing, the popularity of songket cloth has become increasingly widespread, especially in the last three years or so. One of the songket-producing provinces in Indonesia is West Sumatra, which is concentrated in two areas, namely, Pandai Sikek and Silungkang (Elza, 2012).

The existence of the Sawahlunto City Government in carrying out its functions prioritizes local wisdom by utilizing the potential of its resources, including human resources, natural resources, science, and technology, in order to improve the welfare of the community; therefore, innovation, creativity, entrepreneurial spirit, and more

responsiveness to the interests of the community are required. public. In this way, the distance between the government and the community becomes closer, which allows the performance of services to the community (public services) to be better.

Various programs and policies for empowerment and poverty alleviation have been implemented by both the central government and regional governments, both reactive and preventive in nature, including School Operational Assistance (BOS), the National Independent Community Empowerment Program (PNPM Mandiri), People's Business Credit (KUR), Rice for Poor Families (RASKIN), and even the newest Healthy Indonesia Card (KIS). Both central and regional governments are aware of the challenges of empowering the community, especially the poor. The community is no longer an object but the subject of development, and empowerment is carried out by the community itself.

In the context of implementing regional development, Presidential Regulation Number 28 of 2008 mandates each region to develop core regional industrial competencies. The core competency of regional industry is a set of superior or unique resources, including natural resources, and the ability of a region to build competitiveness in order to develop the regional economy towards independence. Regional governments are required to grow potential new industries based on national resource potential, which has high development potential, especially those based on renewable natural resources and knowledgeable human resources, as well as superiority in other aspects (geographical conditions, territorial extent, cultural richness, etc.) in order to enrich the industry.

In Sawahlunto City Regional Regulation Number 7 of 2004 concerning Sawahlunto City Regional Spatial Planning (RTRW), the Silungkang songket development program

area with natural dyeing is focused on Nagari Silungkang, Silungkang District. The songket craft in Nagari Silungkang is a business that has been passed down from generation to generation, so that over time more and more people are involved in the songket weaving business, so that the songket industry has spread to other villages, namely Kubang Tengah Village, Pasa Kubang Village, Lunto Village, Lumindai Village, Balai Batu Sandaran Village, and other villages in Sawahlunto City. The development of Silungkang songket, especially Silungkang songket with natural dyeing, is a source of pride as a regional specialty, especially for the people of Nagari Silungkang.

The general characteristics of small industries in Indonesia, including Sawahlunto City, are reflected in problems with internal and external conditions. These internal conditions include entrepreneurship factors, capital, marketing, skills, availability of raw materials, product design, equipment, and business facilities. Besides that, external conditions that are less favorable for the development of small industries make it more difficult for small industries to move forward towards modernization.

When researchers conducted initial observations to look for related parties' initial data at the site of the Silungkang songket development program with natural dyeing in Nagari Silungkang, they found issues. n resources are that there is still minimal improvement in the quality of human resources for Silungkang songket weavers using natural dyeing. Second, financial resources (capital), particularly home industries or small industries that are not yet bankable in the village, are a constraint on players in the Silungkang songket industry with natural dyeing. Third, there is still very little access to information on sources of capital and other guidance, both by small industry

craftsmen and by the government. Fourth, the marketing process is still traditional, namely that buyers and orders come directly, so the production process is based on the number of existing orders. Entrepreneurs or related organizations have not implemented modern marketing strategies. There is still minimal use of information technology (social media) as a marketing strategy. This is due to the village community's lack of understanding regarding the use of information technology. Fifth, the small and medium bag industry development program is still weak in supporting industries; for example, the raw material industry still relies on sources from outside Sawahlunto; the model design industry and additional souvenirs are still lacking. Fifth, there is still a lack of infrastructure to support the development of the Silungkang songket industry with natural dyeing in Sawahlunto City. There is no education and training center for industrial human resource development, especially in the fields of production techniques, management, and business.

## RESEARCH METHODS

According to Sugiyono (2018), research methods are basically a scientific way to obtain data with specific purposes and uses. In this research, researchers will use qualitative research methods with descriptive techniques. The meaning of the qualitative approach, according to Tracy (2019), is: "The qualitative approach is based more on phenomenological philosophy, which prioritizes appreciation (*verstehen*). A qualitative approach seeks to understand and interpret the meaning of an event involving human behavior and interaction in a particular situation according to the researcher's own perspective."

Moleong (2016) defines qualitative research as "research that intends to understand phenomena about what is

experienced by research subjects, for example, behavior, perceptions, motivations, actions, etc. holistically, by means of descriptions in the form of words and language, in a special natural context, and by utilizing various natural methods."

Next, the descriptive technique is a research technique that aims to describe or explain the condition of the research object, in this case the implementation of the Songket Silungkang Small and Medium Industry (IKM) Development Program with Natural Dyeing by the Sawahlunto City Small and Medium Enterprises Cooperatives, Industry, and Trade (Koperindag) Service.

According to Arikunto (2019), it is "the process of systematically searching for and organizing interview transcripts, notes in the field, and other materials that researchers obtain, all of which researchers collect to increase researchers' understanding of a phenomenon and help researchers present the researcher's findings to others." Meanwhile, Irawan defines qualitative data analysis techniques as analysis carried out on non-numerical data, such as interviews or report notes, books, and articles, including non-written ones such as photos, drawings, or films.

## RESULTS AND DISCUSSION

A description of research data is an explanation of research results that have been processed from raw data using relevant data analysis techniques. The method used in this research is a qualitative research method, which produces data in the form of words and actions. Qualitative data was obtained through observation, in-depth interviews, a literature review, and documentation studies in accordance with the research focus. The qualitative data was analyzed before entering the field, while in the field, and after finishing in the field.

### **Implementation of the Silungkang Songket Development Program with Natural Dyeing by the Koperindag Service in Sawahlunto City**

The implementation of the Silungkang songket development program with natural dyeing is governed by Minister of Industry Regulation No. 14 of 2021 concerning the development of small and medium industries and Sawahlunto City Regional Regulation Number 5 of 2014 concerning the empowerment of cooperatives and micro, small, and medium enterprises.

Next, in order to refine the data analysis, researchers used assessment dimensions that refer to the Metter and Horn theory, such as: Policy size and objectives, resources, characteristics of implementing agents, attitudes and dispositions of implementers, communication between implementing organizations and activities, as well as the economic, social, and political environment, include (May et al., 2013):

#### *Measures and Policy Objectives*

The small industrial center development program in Sawahlunto City is one of the flagship programs of Sawahlunto City 2020-2025, which carries a mission in the economic sector: "Increasing economic growth based on local potential and strengthening the regional economic structure". According to Meter and Horn, policy standards and targets must be clear and measurable so that they can be realized (Hák et al., 2016). If policy standards and targets are vague, there will be multiple interpretations, which can easily lead to conflict between implementation agents (Ran, 2017; Zhan & Qin, 2017).

In the implementation of the Silungkang songket development program with natural dyeing in Sawahlunto City, there are still obstacles in determining the

size and policy standards. There are two factors that researchers consider in analyzing the constraints on size dimensions and policy standards. The division of definitions above brings various strategic consequences to the development of IKM and UKM, namely in regulation and development. The relevant agencies or institutions for fostering SMEs and IKM at the central level are divided into three, namely the Ministry of Cooperatives and SMEs, the Ministry of Industry, and the Ministry of Trade. Meanwhile, at the Sawahlunto City level, it was merged into one agency, namely the Department of Small and Medium Enterprise Cooperatives, Industry, and Trade (Koperindag) of Sawahlunto City.

The impact of the above policy is that there is ambiguity among implementing agents between the industrial sector and the SME sector regarding the regulations for developing industrial centers because the Ministry of Industry does not regulate this matter (Wade, 2010). The next implication is that the SOP for the development of the Silungkang Songket Small Industry Center with Natural Dyeing in Sawahlunto City in its development uses Law Number 20 of 2008 concerning micro, small, and medium Enterprises. Standard Operating Procedures (SOP) in the development of the Silungkang Songket Industrial Center with Natural Dyeing implemented by the Sawahlunto City Cooperative Industry and Trade based on Law Number 20 of 2008 concerning Micro, Small, and Medium Enterprises are:

- a. The MSME sector submits data on MSME actors/Silungkang Songket Craftsmen with Natural Dyeing to the data field
- b. The data field accepts data submissions and provides data on MSMEs/Silungkang Songket Craftsmen with Natural Dyeing to be developed and empowered

- c. The Head of Cooperatives and UMKM Division receives the data and distributes it to the Head of UMKM Development Section
- d. The Head of MSME Development Section receives the data disposition of MSME actors, makes a list and schedule as training participants
- e. The Sawahlunto City Cooperative Industry and Trade Service invites MSMEs/Silungkang Songket Craftsmen with Natural Dyeing to take part in business capability development training
- f. Training activities to develop and empower MSME business capabilities
- g. Monitoring and evaluating the business development of MSMEs/Silungkang Songket Craftsmen with Natural Dyeing who have attended training
- h. Maintain activity archives

According to informants, the objectives of the Silungkang songket development program with natural dyeing in Nagari Silungkang are divided into three categories. The first category is informants who say that the goal is realistic to develop small industries in accordance with policy targets, namely the number of Silungkang songket craftsmen with natural dyeing in Nagari Silungkang. The regional government is helping the development of the Silungkang songket business with natural dyeing by using MSME products for government activities. This is in accordance with letter (a) paragraph 1 article 6 of Government Regulation Number 17 of 2013 concerning the implementation of Law Number 20 of 2008 concerning MSMEs, which states that "The Government and Regional Governments prioritize the development of micro, small, and medium enterprises through: (a) providing opportunities to participate in the procurement of goods and services for

the Government and Regional Government."

Second category: informant responses regarding standards and policy objectives for developing small industrial centers in Sawahlunto City. In contrast to the first category of support, the second group believes that policy standards and goals are too high and idealistic. In the third category, the objectives and policy standards of the Silungkang songket development program with natural coloring must be known and socialized to implementing agents and the community so that they feel responsible and participate in the program.

#### *Resource*

The success of the policy implementation process is very dependent on the ability to utilize available resources in determining its success of the implementation process (Appelbaum et al., 2017; Fernandez & Rainey, 2017; Shet et al., 2021). Apart from human resources, other resources that need to be taken into account are financial resources, facilities and infrastructure resources, and time resources.

The production characteristics of Silungkang songket IKM with natural dyeing are labor-intensive, and its recruitment comes from families and the surrounding community. In general, employee education at songket weaving industry centers is only for elementary to high school graduates, while those who have special skills have not been supported by special training because there has not been an institution or training center for production and development in the central area. The division of labor in songket-woven IKM is some of the work that is still being carried out by managers. Apart from that, small-scale songket weaving industry entrepreneurs have not been able to make written business development plans.

There is no technical service unit (UPT) or development and training center in the central area, and it is not supported by business development institutions, meaning that training and coaching of SMEs by the government in the Silungkang songket center area in Nagari Silungkang has not optimally supported the development of small industrial centers. UPT and business development institutions will be discussed in the next dimension.

The success of the policy implementation process is very dependent on the ability to utilize available financial resources in determining its success of the implementation process (Choy Chong et al., 2011; Peckham et al., 2022). Like it or not, when competent and capable human resources are available while disbursement of funds through the budget is not available, then it becomes a complicated problem to realize what public policy objectives are intended to address.

One of the obstacles for small industry players in Silungkang songket weaving with natural dyeing in Nagari Silungkang in developing their business is limited capital. Limited access to capital is the main factor in capital constraints for songket weaving industry players. There are at least two determinants of limited access to capital for small songket weaving industry entrepreneurs.

The first determinant is access to banking capital. Industrial business players have difficulty accessing the world of banking and its requirements, as well as the high interest and collateral requested by banks, which cannot be fulfilled by industrial players (Abbas & Shirazi, 2015; Erdogan, 2018). According to songket craftsmen, the collateral required by banks is land certificates, while songket craftsmen do not have land certificates. Apart from that, the complicated process

means that songket craftsmen are unable to access capital through banking.

The second determinant of the obstacle to accessing capital for SMEs for Silungkang songket weaving with natural dyeing in Nagari Silungkang is that cooperatives have not yet been formed in the small industrial center area for songket weaving. In fact, the function of cooperatives is very vital in developing small songket weaving industry centers.

Facilities and infrastructure are supporting factors in implementing the program to develop a small industrial center for Silungkang songket with natural dyes in Kenagarian Silungkang. In order to improve services and carry out activities, additional facilities are needed in the form of providing office facilities and infrastructure, whether in the form of the procurement of buildings, laboratory equipment, survey equipment, or office equipment.

The Sawahlunto City Government facilitates facilities and infrastructure for developing small industrial centers, namely the assistance of tools, namely non-machine looms (ATBM). In 2021. According to the Head of the Sawahlunto City Cooperative Industry and Trade Service, not everyone gets assistance with tools; only developed craftsmen who have absorbed the workforce will receive assistance. The Sawahlunto City Government, through the Sawahlunto City Cooperative, Small and Medium Enterprises, Industry, and Trade (Koperindag) Service, has distributed twenty units of non-machine looms (ATBM) to songket craftsmen in Silungkang District.

Furthermore, factors that do not support the implementation of the small industrial center development program are supporting industrial factors for the development of songket SMEs that are not

yet available in the songket craft center area. For example, the supporting industry is various types of thread, such as cotton thread or white silk thread imported from India, China, or Thailand. Various types of colors are commonly used for textiles, both natural dyes and synthetic dyes.

Even though supporting industries are very important in developing MSMEs through the formation of centers. Because in the Regulation of the Minister of Cooperatives and SMEs Number: 23/PER/M.KUKM/IV/2005, it is stated that one of the criteria for an SME center is supporting facilities and infrastructure.

The final point from the resource aspect that should be considered in determining the success of the Songket small industrial center development program is time. The Songket small industrial center development program is a period of five years, in addition to the development of the Songket small industrial center in Silungkang District. The Songket small industrial center development program inevitably has to clash with the development of other centers in Sawahlunto City for five years. This is less effective because development time is divided while the agency's budget and human resources are limited.

Other factors from the resource dimension that influence the implementation of public policy beyond those mentioned by Metter and Horn are markets and marketing carried out by implementing agents to develop small industry centers in Silungkang District. The development of the Silungkang small songket industry center is not yet optimal because the songket products produced are not yet standardized and do not yet have a license from the license maker, so they are still unable to produce massively. Songket production with natural coloring is still based on ordering goods. Craftsmen have not yet managed IPR (intellectual

property rights) for the products they produce because it requires quite a lot of money.

Based on the analysis presented above, the researcher concludes temporarily that the program for developing a small industrial center for Silungkang songket with natural coloring in Sawahlunto City is not yet optimal because resources are still minimal and need to be increased and coordinated by all implementing agents of the small industrial center development program. This. The development that needs to be carried out is to use a centralized approach that focuses on more targeted development objects in one location, not haphazardly lumping all SMEs are lumped together. Improvements to facilities and infrastructure, which are still minimal, need to be carried out by local governments. Communication network infrastructure needs to be created as a necessary tool for developing communication networks between centers, KSP/USP cooperatives, implementing banks, the Ministry of Cooperatives, and SMEs, as well as other business actors.

#### *Characteristics of Implementing Agents*

Researchers looked at several parts of the dimensions of implementing agent characteristics. These included the characteristics of implementing agents, Standard Operating Procedures (SOP), and sanctions. The Small Industrial Center Development Program is a Sawahlunto City Regional Government program whose implementation area is very broad, namely being implemented in several sub-districts. Therefore, considering these conditions, the small industrial center development program involves many implementing agents, both formal and informal organizations, such as the government, the private sector, and the community. In implementing the small industrial center development program, each implementing

agent has its own role, which is adapted to the character of its organization.

The small industrial center development program is one of Sawahlunto City's superior programs. The leading sector for the industrial center development program is the Sawahlunto City Small and Medium Enterprises Cooperatives, Industry, and Trade (Koperindag) Service. The role of the industry and trade sectors is to facilitate the development, design, and facilitation of appropriate technology. The MSME sector has a role in coaching and training in institutions, partnerships, and marketing, while the cooperative sector has a role in institutions and capital.

The Silungkang songket small industry center development program in Silungkang District is a policy-oriented program to help the songket craftsman community develop their businesses. Therefore, the songket craftsman community must be empowered in order to improve their and the region's economy. From the assessment dimensions regarding the characteristics of the implementing agent, based on the presentation of the research results found, it can be seen that the program for developing small songket industrial centers in Silungkang District was implemented by the Department of Small and Medium Enterprises Cooperatives, Industry, and Trade (Koperindag) of Sawahlunto City, which was the main pioneer in small industrial center development programs.

In implementing the songket small industrial center development program in Silungkang District, the district felt that it was not really involved, so the district did not know much about the small bag industrial center development program. The sub-district authorities assume that the program to develop a small industrial center for Silungkang songket weaving with natural dyeing is a program from the Sawahlunto City Small and Medium

Enterprises Cooperatives, Industry, and Trade (Koperindag) Service, not a program from Silungkang District. In the songket industrial center development program in Silungkang District, it has not been integrated with the sub-district or other parties; at the sub-district level, there is no technical development institution (technical service unit) that could provide a joint service for bag craftsmen. This program is also not supported by a business development institution that integrates small-business industry actors with the government as well as partnerships with large entrepreneurs. So the small-bag industrial center development program is still running on its own without a clear development concept.

The characteristics of implementing agents for small industrial center development programs are not so strict because development programs do not really change human nature and are not services that require strict discipline. However, implementing agents are still confused about carrying out their roles due to the lack of clear and easy-to-understand SOPs, which will be discussed in the next aspect. The Silungkang Songket Weaved Small and Medium Industry Center Development Program is a program launched by the Sawahlunto City Government that is technically implemented by the Sawahlunto City Small and Medium Enterprises Cooperatives, Industry, and Trade (Koperindag) Service as the main actor. The SME center development program is included in the Sawahlunto City Flagship Program, as stated in the Regional Medium Term Development Plan (RPJMD) for 2020-2025. However, this program does not yet have derivative regulations, which serve as implementation guidelines and technical instructions (Juklak/Juknis). Only at the end of 2015 was Regional Regulation Number 5 of 2014 concerning Micro and

Small Enterprises in Sawahlunto City created.

Regarding SOP, the Sawahlunto City Cooperatives, Small and Medium Enterprises, Industry, and Trade (Koperindag) Service Number 23 of 2005 regulates guidelines for the growth and development of small and medium business centers. This is a lack of coordination between departments in the Department of Small and Medium Enterprise Cooperatives, Industry, and Trade (Koperindag) of Sawahlunto City regarding central policy. The Sawahlunto City Cooperative and Trade Office admitted that they did not know about the Regulation of the Minister of Cooperatives and Small and Medium Enterprises of the Republic of Indonesia Number: 23/PER/M.KUKM/IV/2005, even though this regulation regulates technical guidelines for the growth and development of SME centers.

According to Meter and Horn, if policy standards and objectives are vague, there will be multiple interpretations, which will easily lead to conflict between implementing agents (Zhan & Qin, 2017). The small industrial center development program in Sawahlunto City still gives rise to multiple interpretations between the industrial sector and the SME sector at the Sawahlunto City Small and Medium Enterprises Cooperatives, Industry, and Trade (Koperindag) Department. The problem is that the center development policy in Sawahlunto City is a small industrial center, while the implementing instructions are operational guidelines for SME centers, namely Regulation of the Minister of Cooperatives and Small and Medium Enterprises of the Republic of Indonesia Number: 23/PER/M.KUKM/IV/2005, while the Ministry of Industry has not issued regulations regarding small and medium

industrial centers, as has the Ministry of Cooperatives and SMEs.

If you look at the technical guidelines from the Regulation of the Minister of Cooperatives and Small and Medium Enterprises of the Republic of Indonesia Number: 23/PER/M.KUKM/IV/2005 regarding guidelines for the growth and development of SME centers, then the concept of developing SME centers in Regency/City means a working group was formed (pokja) finance for the implementation of the SME center development program in the Regency/City, and then the Regency/City POKJA and related services become the implementing agents.

Due to unclear SOPs in the development of small and medium industrial centers in Sawahlunto City, training and coaching for industrial centers is still carried out in Gabrukan (not patterned; all SMEs are equalized and mixed in the same activities) and has not been carried out based on the central area.

#### *Attitudes/Tendencies (Dispositions) of Implementers*

In the assessment dimension regarding the disposition of implementers, there are two important elements that need to be considered because they greatly influence the performance of policy implementation, namely, cognition (understanding) and response (support or approval) of implementing agents (Yousef & Khatiry, 2023).

The Sawahlunto City Bappeda, which is the regional government in this case, developed the small industrial center development program using a top-down approach. The success of the program is achieved if the implementing agent's cognition is good and gets full support and approval from the stakeholders involved, in this case the implementing agent. Even though implementing agents understand

the development program for small and medium industrial centers or small and medium enterprise centers, the definition of small and medium enterprises (SMEs) and small and medium industries (IKM) has strategic impacts and consequences. The definition is a consensus on the SME entity as a basis for formulating the policies that will be taken, so that there are at least two purposes for having a clear definition of SMEs, namely first, for administrative and regulatory purposes, and secondly, goals related to coaching (German Agency Far Technical Cooperation, 2002).

Even though these differences can be understood in terms of the objectives of each institution, those involved with the SME group, such as policymakers, consultants, and implementing agents, will face difficulties in carrying out their duties, especially as programs cross agencies and departments. The agencies with authority regarding the development of SMEs or SMEs in Regency/City areas were merged into the Department of Cooperatives for Small and Medium Enterprises, Industry, and Trade (Koperindag), while the agencies at the provincial level, agencies related to SME development, were split into two, namely the Department of Trade and the Department of Industry and Cooperatives. and SMEs. Meanwhile, at the central level, it is divided into three agencies, namely, the Ministry of Trade, the Ministry of Cooperatives and MSMEs, and the Ministry of Trade.

Meanwhile, regarding the response (support or approval) of implementers, researchers can analyze that all implementing agents fully support the small industrial center development program, even though there are some activities that are not in accordance with community expectations. Then, aspects of socialization and synchronization from the top level of Bappeda down to the bottom (Silungkang songket craftsmen with

natural dyeing) are not good enough, so many people still experience confusion. On the other hand, this program can have a positive impact on the community, especially the Silungkang songket craftsmen with natural dyeing, so that their businesses develop and improve the welfare of the community.

#### *Inter-Organizational Communication*

If there is no inter-organizational communication and confirmation activity, the clarity of standards and targets does not guarantee effective implementation (Hedborg Bengtsson et al., 2018). Communication between organizations can be done one way: through coordination. According to Handyadiningrat (1980:78), external functional coordination is coordination between one organization and another (Li et al., 2022).

This coordination needs to be carried out because it is impossible for an organization to carry out its duties without assistance from other organizations. The communication mechanism conveyed must be clear so as not to confuse. Considering the Silungkang Songket small industrial center development program with natural dyeing as a program that uses a top-down approach and involves several parties, which has implications for many levels of bureaucracy. So there needs to be a good communication channel; otherwise, it is vulnerable to multiple perceptions.

In accordance with what Schminke et al. (2002) said, the increasing complexity and size of organizational structures also increases organizational problems. The wider the span of control of a policy, the greater the number of organizations that must be controlled. One way of communicating policies that can be done is through the socialization of small industrial center development programs. Socialization with material that is still quite broad, namely about SME development in

general. This socialization involved all government elements, including Silungkang District and MUSPIDA elements. Meanwhile, after the socialization was completed, the coordination carried out was not optimal, and there was also no initiative from the craftsmen in the central area to be more proactive in optimizing the small industrial center development program. This can hamper the performance of policy implementation. In fact, the principle of KIS (coordination, integration, and synchronization) in implementing policies needs to be built among implementing agents as a control effort to create a harmonious unity of action.

Policy communication must be conveyed clearly and easily to avoid confusion (Dayton & Henriksen, 2007; Kerlin et al., 2016; Nesshöver et al., 2017). Not only for policy-implementing agents but also for the community, which is the target group of the small industrial center development program. Based on the research results, it was found that socialization specifically for communities in central areas had never been carried out, including in Silungkang District. In fact, it is important to carry out socialization so that the people in Silungkang District know about the small industrial center development program and can participate and take responsibility by making optimal use of the small industrial center development program. Local governments and related organizations are still doing very little socialization. Even though the small industrial center development program is a superior program in Sawahlunto City, there are no advertisements either through print media or online media, so this center development program is not yet known to many people in Sawahlunto City.

#### *Economic, Social and Political Environment*

The final factor to take into account when evaluating the effectiveness of public implementation from Metter and Horn's viewpoint is how much the external environment contributes to the accomplishment of the established public policies. A social, economic, and political environment that is not conducive can be a factor in the failure of policy implementation performance. Therefore, efforts to implement policies must also pay attention to the conducive conditions of the external environment. All implementing agents, including the community, support the small industrial center development program socially and culturally. The social conditions of society are still close to mutual cooperation, so economic competition does not lead to social conflict in society. The community is empowered because small industries that develop are able to absorb labor from the surrounding community.

From a political aspect, researchers analyzed that the small bag industrial center development program indicated that it was prone to nepotism practices carried out by small industrial entrepreneurs and government officials in procuring goods. Tight economic competition has had a negative impact on political conditions in the development of the Silungkang songket industry center with natural dyeing. The development of small industrial centers in Sawahlunto City cannot be separated from competition with large businesses and retail. In order to prevent monopolization of economic activities by a single person or one sizable corporation, policies must regulate them. One strategy for developing small and medium industrial centers is to partner with medium and large businesses.

Based on the discussion above about partnerships in the development of small industries in Sawahlunto City, it is not optimal to collaborate with business partners either with BUMN/BUMD or with

public companies. Partnerships have been carried out, especially partnerships for easy access to capital for SMEs, such as with banks. Regarding the partnership with retail, the trade and trade department has facilitated it, but it is just a socialization to bring together retail parties and MSME players. The problem is that MSME products do not meet the quality and quantity standards of the retail company.

### **Obstacles Encountered in the Implementation of the Songket Development Program with Natural Dyeing by the Koperindag Service in Sawahlunto City**

From the results of interviews with informants related to the implementation of the Jamkesda program, researchers also found a number of obstacles for both participants, service providers, and the Sawahlunto City Regional Government itself, including:

- a. Unclear implementation instructions (Juklak) and technical instructions (Juknis) in the development of Songket Silungkang.
- b. The Implementing Agent does not know the Regulation of the Minister of Cooperatives and UMKM Number 23 of 2005 concerning Guidelines for the Development of Industrial Centers.
- c. The minimum number of IKM TPL, d) The minimum number of employees who have skills.
- d. Silungkang songket craftsmen's capital is limited.
- e. Cooperatives have not yet been formed.
- f. There is no supporting industry.
- g. The coordination carried out is not optimal.
- h. Marketing strategies do not yet use the internet.

- i. Silungkang songket craftsmen and products with natural dyeing have not yet obtained a patent.
- j. The condition of facilities and infrastructure is not functioning optimally.
- k. The lack of educational background of Silungkang songket weaving craftsmen with natural dyeing

So in the explanation of the discussion, it can be concluded that the implementation of the Silungkan Songket Development Program with Natural Dyeing by the Sawahlunto City Cooperative Industry and Trade Service has not gone well, especially due to factors such as clarity of policy, unclear SOPs, and resources that have not been resolved properly in the field.

### **How to Overcome the Obstacles Encountered in the Implementation of the Silungkang Songket Development Program with Natural Dyeing by the Koperindag Service in Sawahlunto City**

The efforts that have been made by the Department of Cooperatives for Small and Medium Enterprises, Industry, and Trade (Koperindag) of Sawahlunto City to overcome obstacles to the implementation of the Silungkang songket development program with natural dyeing are:

- a. By clearly establishing Implementation Guidelines (Juklak) and technical instructions (Juknis) in the development of small and medium industrial centers in Sawahlunto City.
- b. Socialize the Regulation of the Minister of Cooperatives and UMKM Number 23 of 2005 concerning Guidelines for Center Development to implementing agents and the community, both as business actors and the general public.
- c. Increase the number of IKM TPLs so that the Sawahlunto City Cooperatives,

Small and Medium Enterprises, Industry and Trade (Koperindag) program can be implemented in the community.

- d. Providing scholarships and training to employees of the Sawahlunto City Cooperatives, Small and Medium Enterprises, Industry and Trade (Koperindag) Department to increase their knowledge and special skills.
- e. Collaborate with banks and other financial institutions in the city of Sawahlunto, to provide additional capital assistance with easy requirements and low interest. In order to develop their business, including capital to rent business premises, which has recently increased in popularity and is very difficult to find. Not only capital in the form of money, but also capital assistance in the form of business equipment is really needed, such as production tools, calculating equipment, scales and other sophisticated machines to support the continuity of the business.
- f. Form a cooperative to make it easier for Silungkang songket weaving craftsmen to obtain additional capital and obtain raw materials for making songket.
- g. Coordinate with all parties involved in making Silungkang songket with natural dyeing.
- h. Carrying out cooperation with BUMN/BUMD
- i. Using social media as a marketing strategy.
- j. Organize regular training and coaching in the Silungkang songket center area with natural immersion
- k. Optimize facilities and infrastructure so that Silungkang songket with natural dyeing can function well

- l. Treat Silungkang songket craftsmen with natural dyeing the same so that there is no indication of a nepotism process in procuring Silungkang songket with natural dyeing for activities held by the Regional Government

## CONCLUSION

Based on the results of research conducted by researchers regarding the implementation of the Silungkang songket development program with natural dyeing in Sawahlunto City, it was concluded that the implementation of the Silungkang songket development program with natural dyeing in Sawahlunto City has not been able to run optimally (not yet in accordance with Van Metter and Van Horn's theory) because there are still several obstacles in its implementation. This is demonstrated by research findings that show that the activity of developing Silungkang Songket with natural dyeing can only be carried out once for MSMEs, and the largest portion of what is carried out is only coaching and training. Not all Silungkang Songket weavers with natural dyeing can be reached in this activity; only some accept this program.

The obstacles encountered in the implementation of the Songket Silungkang development program with natural dyeing in Sawahlunto City are as follows; a) Unclear implementation instructions (Juklak) and technical instructions (Juknis) in the development of Songket Silungkang, b) Implementing agents are not aware of Minister of Cooperatives and UMKM Regulation Number 23 of 2005 concerning Guidelines for Development of Industrial Centers, c) Minimum number of IKM TPLs, d) Lack of skilled employees, e) Limited capital for Silungkang songket craftsmen, f) Cooperatives have not yet been formed, g) There is no supporting industry, h) Coordination is not optimal, i) Marketing strategies do not yet use the

internet, j) Songket craftsmen and products Silungkang with natural dyeing has not yet received a patent, k) Conditions of facilities and infrastructure are not yet functioning optimally, l) The lack of educational background of Silungkang songket weaving craftsmen with natural dyeing.

How to overcome the obstacles encountered in the implementation of the Songket Silungkang development program with natural dyeing in Sawahlunto City: a) By clearly establishing Implementation Guidelines (Juklak) and technical instructions (Juknis) in the development of small and medium industrial centers in Sawahlunto City; b) Socializing Regulation of the Minister of Cooperatives and UMKM Number 23 of 2005 concerning Guidelines for Center Development for implementing agents and the community, both as business actors and the general public, c) Increasing the number of IKM TPLs so that the City Cooperatives, Small and Medium Enterprises, Industry, and Trade (Koperindag) program Sawahlunto can be implemented in the community, d) Providing scholarships and training to employees of the Department of Cooperatives for Small and Medium Enterprises, Industry, and Trade (Koperindag) of Sawahlunto City to increase their knowledge and special skills, e) Forming cooperatives to make it easier for Silungkang songket weaving craftsmen to obtain additional capital and obtain raw materials to make songket; f) Coordinating with all parties involved in making Silungkang songket with natural dyeing; g) Using social media as a marketing strategy; h) Optimizing facilities and infrastructure so that Silungkang songket with dyeing can function well and can be done well.

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