



Implementation of MSME Development Policy by the Office of Cooperatives, SMEs, Industry and Trade Buol Regency

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ABSTRACT

The research aims to determine the implementation of the MSME Development policy by the Buol Regency Cooperatives, SMEs, Industry and Trade department as well as the factors inhibiting the implementation of MSME Development by the Buol Regency Cooperatives, SMEs, Industry and Trade office. This research uses descriptive research with a qualitative approach. The data collection technique was through observation, interviews, and documentation. The results of the research conclude that the implementation of the MSME development policy by the Buol Regency Cooperatives, SMEs, Industry and Trade department from the aspect of policy communication is carried out by monitoring and evaluating, collecting data on MSMEs and providing social grants and the resource aspect is still very limited, both human resources and finance. The inhibiting factors in implementing the MSME development policy by the Buol Regency Cooperatives, SMEs, and Industry and Trade Department consist of limited human resources and budget.

Keywords: Development policy, MSMEs, communication, human resources, finance

INTRODUCTION

In economic development in Indonesia (Kurniawan and Managi, 2018), MSMEs are sectors that have an important role (Syal, 2015), because they provide jobs and contribute to Gross Domestic Product (GDP). In other words, MSMEs can be called the backbone of the country's economy (Shelly, Sharma, and Bawa, 2020). In the current era of globalization and the increasingly open international market (Goto and Barker, 1999), Indonesia is faced with increasingly fierce competition (Ellitan, 2020). Lack of attention to improving the quality of human resources both in the region and nationally can lead to a lower position of Indonesia in the global economic competition (Simatupang, Rustiadi, and Situmorang, 2012).

Improving the quality of human resources aims to improve the capacity ability and innovation to contribute maximally to national development (Saleh *et al.*, 2020). In addition, the problem of the nation is not only the quality of human resources (Sulisworo, 2016), but will now enter a phase of overpopulation or demographic bonus experienced to be one of there in forcing factors that encourage the government to direct the community or its citizens to not only think of being workers or employees (Kumar and Dhamija, 2017), but also to strive to be a provider of jobs, so MSME becomes very important, (Basak and Gupta, 2018). The demographic Bonus is indeed a double-edged knife on the one hand overpopulation is an advantage if adequate employment is available but can also be a disaster if the excess or demographic bonus is not absorbed due to a lack of job providers. Therefore, encouraging MSMEs becomes something very urgent at this time because the more the number of entrepreneurs or MSMEs in an area will further increase economic growth in an area (Prasetyo and Kistanti, 2020).

With this will be able to create innovative jobs, growth, and economic development (Acs, 2006). The government has a role in the scope of management of producers, consumers, and economic controllers, in addition to these roles, the government also has a role in providing regulations to support the development of UMKM (Pu *et al.*, 2021) of MSMEs in Indonesia, currently existing regulations that have been issued by the government, namely Law Number 20 of 2008 on MSMEs, Buol Regency local government which is a central government has issued Regional Regulation No. 25 of 2013 on MSMEs. In Buol Regency, the number of MSME actors based on data from the Office of Cooperatives and MSMEs is approximately 5,460 if compared with the ratio of the population in 2022 which amounted to 148,246 people, then a ratio of 3.5% is obtained if you look at this figure, the economy in Buol Regency should be at a sufficient level, but the impact has not been seen on economic development (Tambunan, 2019) in Buol Regency, where the GDP of Buol Regency is in 7th place out of 13 regencies/cities in Central Sulawesi province with a GDP value of 3.66 this indicates still low economic growth which describes the low income of the community when compared to the Morowali area which is jointly expanded with Buol Regency has a fairly good economic level with a GDP value of 28.21. Regional fiscal order is so weak that the amount of dependence on financing (Ahmad *et al.*, 2022), local government activities on regional transfer funds and other grants indicates that local revenue is not strong enough to drive government activities (Joumard and Kongsrud, 2003). Realization of local revenue and central transfer funds where there is considerable inequality (Arsana and Olilingo, 2021), between the two sources of funds that illustrate the high dependence of the region on the balance of funds (Rao, 2002).

When viewed in terms of the quantity of existing business actors, there are already quite a lot with a ratio to the population in 2022 of 3.5%, but local government policies in implementing law number 20 of 2008 on MSMEs and regional Regulation Number 25 of 2013 on MSME management have not been maximally pursued to serve as a strategic plan that is programs and activities this can be seen from the lack of provision of budget allocations for MSME strategic plans.

Based on information obtained from the technical office in the last three years, the budget for assistance, guidance, and training for business actors or MSMEs cannot be provided for reasons of regional financial capacity, and usually, socialization and assistance activities are waiting for activities carried out by the cooperative and SME Office of Central Sulawesi province, this situation indicates the policy of the local MSMEs are still not a priority scale even though if pursued by looking at the priority scale, it is very urgent because it is one way to improve or increase regional economic growth and at the same time is a national strategic plan from the Ministry of Cooperatives and small and medium enterprises. Another problem is the weak ability of implementers to translate existing regulations including regional regulation number 25 of 2013 on MSMEs that have been issued by local governments, as well as a lack of understanding of the economic condition of the region can be seen from the strategic plan data on these rules that have not been included as a priority scale to be in giving birth to ideas and ideas as well as policy advocacy in the formulation of strategic plans for the development of MSMEs.

METHODS

This study uses a qualitative approach (Hollstein, 2011), a type of research whose findings are not obtained through statistical procedures or other forms of counting (Fife, 2020). The main activity of this study is to describe intensively and in detail the symptoms and social phenomena studied (Mohajan, 2018), namely the problems related to the implementation of the Micro, Small and Medium Enterprises Development Policy by the Office of Cooperatives, SMEs, industry and trade Buol Regency. For this reason, data on policies issued by the government and data on the development of MSMEs in the Buol Regency are needed. The Data were obtained through interview techniques, observation, and documentation studies (Onwuegbuzie, Leech, and Collins, 2010), this is the opinion that qualitative methods as research procedures that produce descriptive data in the form of written or oral words from people and observed behavior (Tracy, 2019). Through a qualitative approach, it is expected to raise the picture of actuality, social reality, and perception of research targets without being tainted by formal measurements (Bernard, 2013). The purpose of this study with this approach is to describe descriptively the implementation of the Micro, Small, and Medium Enterprises Development Policy by the Office of Cooperatives, SMEs, industry, and Trade Buol Regency. The research design used in this study is descriptive-analytical because researchers want to find facts and interpret "the implementation of Micro, Small and Medium Enterprises Development Policy by the Office of Cooperatives, SMEs, industry and trade Buol Regency.

Data Sources

The main data source (primary) is the source of data taken by researchers through the words of interviews and observations (Mohajan, 2018). Primary Data is data obtained or collected directly in the field by the person conducting the research or the person concerned who needs it. Primary Data is also called original data or new data. In this case, the main data sources are the head of the Department and the head of the Department of Cooperatives, MSMEs, industry, and trade of the Buol Regency train and the perpetrators of MSME actors in Buol Regency. While secondary source, which is the source of data beyond words and actions is the source of written data (Bernard, 2013). Secondary Data is data obtained or collected by people who conduct research from existing sources. Among other data sources in the form of events, objects, images, recordings, and documents this data should or usually be collected from the library or previous research reports (Tracy, 2019). Example: Data is available in certain places, such as in libraries, offices, and so on. Secondary data sources are publication data by the Central Bureau of Statistics of the Buol Regency in 2023.

Data Collection Techniques

Data collection techniques are ways or strategies to obtain the data needed to answer problems in a study, data collection tools will determine the quality of research. Therefore, data collection tools and techniques must be carefully cultivated (Tracy, 2019). Techniques Data collection techniques in this study were conducted using three methods, namely:

1. In-depth interview, The goal is to explore the opinions of several data sources, namely policy makers and technical services related to the technique of digging in depth into the vision, mission, goals, and activities program-program of Local Government Programs Buol. In this study, in-depth interviews are interviews conducted by asking open-ended questions, which allow respondents to provide broad answers. Questions are directed at revealing the respondent's life, concepts, perceptions, roles, activities, and events experienced concerning the focus under study (Tracy, 2019).
2. Observation is a systematic observation and recording of the symptoms studied. Observation can be done directly and indirectly, because of the required accuracy and precision, in practice observation requires several tools, such as a list of records and electronic recording devices, tape recorders, cameras, and so on as needed. Observation or observation is the activity of a process or object with the intention of feeling and then understanding the knowledge of a phenomenon based on knowledge and ideas that have been known before, to get the information needed to continue a study (Tracy, 2019).
3. Documentation is the process of collecting data obtained through documents in the form of Books, Records, archives, letters, magazines, newspapers, journals, research reports, and others. Documents are records of events that have passed. Documents can take the form of writings,

drawings, or monumental works of a person. Documentation studies are complementary to the use of observation and interview methods in qualitative research (Tracy, 2019).

Data Analysis Techniques

The data analysis technique is the process of collecting data systematically to make it easier for researchers to obtain conclusions. Data analysis according to (Tracy, 2019) is the process of systematically searching and compiling data obtained from interviews, field notes, and documentation, by organizing data into categories, describing it into units, synthesizing it, compiling it into patterns, choosing which are important and which will be learned, and make conclusions so that they are easily understood by yourself and others. In this study, data analysis techniques were used by researchers using the Miles and Huberman model. Data analysis in qualitative research, carried out at the time of data collection took place, and after the completion of data collection in a certain period. At the time of the interview, researchers analyzed the answers interviewed. (Miles and Huberman, 1994), suggests that the activities in qualitative data analysis are done interactively and continuously until complete. Aktivitas dalam analisis data, yaitu, data reduction, data display, dan conclusion drawing/verification. Miles and Huberman offer a general pattern of analysis by following the following interactive model :

1. Data Reduction. According to (Miles and Huberman, 1994) data reduction is summarizing, choosing the main things, focusing on important things that are by the research topic, looking for themes and patterns, in the end, providing a clearer picture and making it easier to do the next data collection.
2. Presentation Of Data (Data Display). After reducing the data, the next step is to present the data. In qualitative research, the presentation of data can be done in the form of tables, graphs, flowcharts, pictograms, and the like. Through the presentation of these data, the data can be organized and arranged in a pattern of relationships, so it will be easy to understand (Miles and Huberman, 1994).
3. Draw Conclusions. The final step in analyzing qualitative research is concluding. According to (Miles and Huberman, 1994) conclusions in qualitative research can answer the formulation of the problem that was formulated from the beginning, but maybe not, because as has been stated the problem and the formulation of the problem in qualitative research is still temporary and will develop after the research is in the field. Conclusions in qualitative research are new findings that have never existed before. Findings can be a description or description of an object that was previously unclear so that after research it becomes clear.

RESULTS AND DISCUSSION

Description Of The Locus Of Research

As a regency that is one of the Regency governments in the Central Sulawesi province, Buol Regency is located in the northern region bordering Gorontalo province, precisely bordering North Gorontalo Regency. Buol Regency is an agricultural region with a pluralistic population structure. Astronomically, Buol Regency is located at a position of 120°-122°09 east longitude and 0.35°-0.20° north latitude. Based on the geographical position of Buol Regency has boundaries: North-Sulawesi Sea, South-West Gorontalo province-Toli-Toli Regency, and East-North Gorontalo Regency.

RESULTS

The research Data related to the implementation of Micro, Small, and medium enterprises development policies was obtained from the Office of Cooperatives, SMEs, industry, and Trade Buol District which is a technical service as the executor or implementor of policies that have been formulated.

a. Implementation of Micro, Small, and Medium Enterprises Development Policy by the Office of cooperatives, small and medium enterprises of Buol Regency

1. Communication

In implementing policy implementation communication factor is a very important thing so that public policy can run well. With communication between stakeholders and policy implementers, a policy can be effective in achieving the expected goals and avoiding rejection of the policy.

The results of interviews with IT as head of Cooperative, SME, industry, and trade Buol Regency, are as follows :

“The communication we do is by several methods including through official letters issued by the office, through the WhatsApp group of MSMEs, letters, and communication are also carried out through socialization to MSME actors registered with the Office of Cooperatives, SMEs, industry and trade of Buol regency or who have gone through the data collection process but the last 2 (two) years since the pandemic covid-19 coaching activities are carried out together with activities carried out by the cooperative office, SMEs of Central Sulawesi province because during that time we did not get a budget allocation for coaching”.

The results of the interview above give an idea that the communication of MSME development policies is carried out through various media including social media such as WhatsApp groups and through official letters issued by the Office of Cooperatives, SMEs, industry and trade of Buol Regency to provide information and guidance to MSME actors. Most of the coaching activities carried out are still in conjunction with the activities of the Central Sulawesi Provincial Cooperative office.

In addition, what drew attention based on the DI interview on the official for two years did not get a coaching budget for MSME actors. Based on the description above, it can be concluded that communication is carried out through the media including WhatsApp Group social media, and official letters and there are also coaching activities carried out in conjunction with the activities of the Central Sulawesi provincial cooperative office.

The following are the results of an interview with NK as the head of the Department of Cooperatives, SMEs, industry, and Trade Buol Regency.

"We communicate to MSMEs by visiting and collecting data on MSMEs and during the visit we also socialize, and the communication we do gives new enthusiasm for MSMEs can be seen from the enthusiasm of some MSMEs who are directly educated to make strategic changes in improving their efforts by improving product marketing strategies".

The results of the interview above make it clear that MSME coaching activities have been carried out so far, namely by collecting data and monitoring and evaluating MSME actors who receive social grant assistance. Budget support is quite important in the implementation of a policy because without budget support it seems that it will be difficult to be able to run optimally to achieve the goals set. Based on the description above, the communication carried out is through data collection, visits in the form of monitoring, and evaluation of MSME actors who receive grant assistance from the government.

The following is an interview with Brother IR as an MSME assistant for the Office of Cooperatives, small and medium enterprises of Buol Regency :

"We conduct education during the visit to MSMEs and educational activities carried out provide new enthusiasm for MSMEs, we observe from the changes in behavior shown by MSMEs, they are more enthusiastic about making strategic changes in product marketing and changes in product packaging that they have and indeed this coaching activity must be carried out continuously so that the spirit of MSME actors can be maintained so that they have a good impact on Business Growth and impact on economic growth"

From the results of the interview above, communication was carried out through a visit to MSME actors, and at the time of the visit, education was carried out about MSMEs that they were developing to achieve maximum results. From the description above, it can be concluded that education for MSME actors is a very important thing to do continuously.

Then the results of interviews with MSME Mi actors as business owners of Macromedia are as follows :

"communication conducted by the Department of Cooperatives and SMEs is the delivery of information through broadcast WhatsApp personal WhatsApp broadcast about the development of MSMEs in addition, the technical office visits MSME actors to collect data on the development of MSME business".

The results of the interview above make it clear that the communication of MSME development policies has been carried out by the technical office, in this case, the activities carried out are through social media communication such as WhatsApp personally, visiting by collecting data on MSME actors. Based on the description above, it can be concluded that communication has been carried out by the relevant technical office through various media including WhatsApp messages, official letters and visits, and data collection to MSME actors.

The results of the interview with Mr. SH as MSME actors are as follows :

"communication carried out by the Office of Cooperatives, small and medium enterprises of Buol Regency is in the form of data collection and assistance in facilitating the management of MSME business licenses and visiting MSME actors and usually I visit the related office, the cooperative office if there are things you want to consult regarding MSME problems".

The results of the interview above confirm that the implementation of coaching by the Technical Office for MSMEs has been carried out by collecting data and helping MSMEs to be able to have ease in obtaining business licenses and in supporting the development of MSMEs the Office of Cooperatives, SMEs, industry and trade of Buol Regency provides an opportunity to consult with MSMEs if problems in running the business. From the above description, it can be concluded that communication has been carried out by the Office of Cooperatives, SMEs, industry, and trade of Buol Regency, namely by collecting data and facilitating assistance in obtaining business licenses for MSMEs, in addition, the technical office is always open to receive consultations for MSMEs who have problems or obstacles in developing their business. Based on the findings of the above research illustrate that the communication of guidance policies has been carried out by the Office of Cooperatives, SMEs, industry, and Trade Buol Regency through several media including social media WhatsApp, through an official letter issued by the Office of cooperatives, SMEs, industry and trade Buol Regency, also through data collection of business development SMEs and monitoring and evaluation against government grant recipients.

2. Resources

Resources are an important factor in policy implementation, with the support of quality resources and sufficient quantity is certainly a supporter of the implementation of existing policies.

The results of interviews with IT as head of Cooperative, Small, and Medium Enterprises Buol Regency, are as follows :

"The existing resources in the Office of Cooperatives, small and medium enterprises of Buol Regency are still very limited both in terms of human resources and other resources, such as funding. Human resources with many existing SMEs have not been able to back up properly in terms of services to existing SMEs for approximately the last two years did not get a budget allocation from the local government in terms of coaching SMEs, coaching we do usually synergize with activities conducted by the Department of cooperatives and SMEs of Sulawesi province Middle".

The results of the interview above give an idea that the resources owned by the technical office, in this case, the Office of Cooperatives, SMEs, industry, and trade of Buol Regency are still very limited, both financial and human resources, even though in both cases it is a determining factor for a policy to be implemented or applied properly. The Department of Cooperatives, SMEs, industry, and Trade of Buol Regency conducts coaching activities for MSME actors together with the activities of the Central Sulawesi Province Cooperative Office. Based on the above description, it can be concluded that the Office of Cooperatives, SMEs, industry, and trade of Buol Regency has limited resources both human resources and financial resources or funding so coaching activities can be carried out when there are coaching activities carried out by the Central Sulawesi province cooperative office.

The results of the interview with NK as the head of the MSME Development Department of Cooperatives and SMEs Buol Regency are as follows :

"The existing human resources are not sufficient to guide MSME actors in Buol Regency, we only have 4 workers with inadequate qualifications, namely 2 economics graduates, 1 social graduate, and 1 High School graduate, even though the MSMEs that we have to develop are quite a lot based on the latest data of around 5,640 MSME actors, in addition to budget support from local governments for approximately the last 2 years, the Department of Cooperatives and SMEs have not received an allocation of funds for MSME development programs".

Based on the results of the interview above, give an idea of how the condition of the existing resources at the cooperative and SME Office of Buol Regency that have not met in quantity to guide MSME actors who are quite a number in Buol Regency, in addition to the educational qualifications of existing personnel in the field of MSMEs, there of course, this will have a significant effect on the management process of MSMEs in Buol Regency. Based on the above description, it can be concluded that the existing resources in the Office of Cooperatives, SMEs, industry, and trade of Buol Regency are still very limited, both budget and human resources.

This is further confirmed by the statement of the head of personnel of the cooperative, UMKM, industry, and Trade Office of Buol Regency through the following interview :

"so far, the acceptance proposal given by the Office of Cooperatives, MSMEs, industry and Trade of Buol Regency has not received a good response from the regional personnel agency where there is no personnel who have special qualifications for handling related to the management of MSMEs, both civil servants and through contract employees with work agreements".

Based on the interview above, it is increasingly emphasized that there will be a lack of resources, especially human resources that will manage the development of MSMEs on the one hand, the MSME factor is one of the contributors to improving the regional economy which will help increase GRDP in Buol Regency. Based on the description above, it can be concluded that the personnel who manage MSMEs at the Department of Cooperatives, SMEs, industry, and trade of Buol Regency have not met the number and qualifications.

b. Factors inhibiting the implementation of MSME development policies by the Office of Cooperatives, SMEs, industry, and trade Buol Regency

The described and explained above related to the program UMKM financing program that has been implemented by the Buol Regency cooperative and UMKM office based on regional Regulation no.25 years 2013 about MSMEs. Although it has gone well, there are still some shortcomings that need to be corrected. Therefore, this section will discuss the factors that hinder the implementation of the MSME development policy by the cooperative and MSME Office of Buol Regency through aspects of human resources and budget constraints:

1. Human resources

The implementation of human resources policy is one of the inhibiting factors in the implementation of the policy if it does not meet the standards by the number and qualifications required. In the implementation of the MSME development policy by the Office of Cooperatives, SMEs, industry and Trade of Buol Regency, the personnel given the duties and responsibilities in managing the activities of MSME activities at the Office of Cooperatives, SMEs, industry and Trade of Buol Regency.

The results of the interview with IT as head of Cooperative, SME, industry, and trade Buol Regency, are as follows :

"Our barriers from human resources still need to be increased in number and adjustments to the background or educational background to be placed as a manager of MSMEs in the field of MSMEs we have 6 personnel consisting of 1 Head of the field and 4 staff and 1 companion assigned by the Provincial Cooperative Office, which in turn has a number of we do this because we are indeed lacking personnel so inevitably we have to do this policy to provide support to existing personnel".

The results of the interview above give an idea of the existing human resources at the Department of Cooperatives, SMEs, industry, and Trade Buol Regency. It is still inadequate to manage MSME activities and programs because the number and standards have not been met as expected. Minimal training and educational activities are also very influential because the lack of education and training activities creates a lack of new information that will be obtained so it is not creative and innovative that can result in the management of MSMEs because it is not a refresher of knowledge or update the latest science updates. Based on the above description, it can be concluded that the existing human resources in the Department of Cooperatives, SMEs, industry, and trade of Buol Regency both in terms of number and qualification are still very limited.

The results of the interview with NK as the head of the department at the Department of Cooperatives, SMEs, industry, and Trade Buol Regency, are as follows :

"In our field, we have 4 staff and 1 MSME assistant who is still there with a bachelor's degree in social and Political Sciences. We strive to maximize this so that we can carry out services for the development of MSMEs by the targets we have set".

Based on the results of the interview above, can give us an idea that the availability of personnel is still very limited in the management of MSME activity programs, so efforts need to be made to recruit personnel who can further improve the movement of MSMEs in the Buol Regency. Based on the above description, it can be concluded that the existing human resources have not been qualified both in terms of number and qualification.

The results of an interview with IR as a companion of UMKM Office of Cooperatives, SMEs, industry and Trade Buol Regency

"Human resources, namely the existing personnel, are sufficient for where in the MSME field there is 6 personnel consisting of 1 Head of Division, 4 staff, and 1 companion, but of the 4 staff some of the personnel do not have an economic education background but are social scholars".

Based on the results of the interview above, it can be emphasized that the resources, especially human resources, are not sufficient for the handling of MSMEs in Buol Regency, namely the condition of human resources such as will make implementers experience problems in the implementation of tasks both tasks that are handling resources in the form of data and coaching activities in the field against MSME actors. Based on the above, it can be concluded that human resources are a problem both in terms of number and terms of educational qualifications.

2. Budget constraints

The availability of the budget will affect the implementation of the policy if the necessary budget is not available to support the implementation of an activity.

The results of interviews with IT as the head of the cooperative, SME, industry, and trade Buol Regency, are as follows :

"In the implementation of our activities, we did not get a budget from the local government budget or the General Allocation Fund budget since the COVID-19 pandemic, which is approximately for the last 2 years so we only carry out routine activities for the fulfillment of office operations and guidance is still carried out if there is a request from MSME actors or the province of Central Sulawesi."

Based on the interview above, it can give an idea that the budget for coaching MSME actors is not available, which is the routine budget of the office. the situation has been going on since the COVID-19 pandemic which requires regions to refocus budgets for covid-19 response.

The results of an interview with NK as the head of the Department of Cooperatives, SMEs, industry, and Trade Buol Regency Are as follows :

"The amount of budget that we proposed in the budget plan even already exists in the DPA must be eliminated because of rationalization because it is used in countering covid-19 so that what we planned we could not carry out"

From the results of the interview above, it can be illustrated that the proposed budget has been included in the budget implementation document of the cooperative, SME, industry, and Trade Office of Buol Regency, but due to the COVID-19 outbreak, the availability of the budget in the field of MSME and cooperative empowerment is no longer available as a result of refocusing activities covid-19. Based on the description above, it can be concluded that the availability of funds in the field of empowerment and development of cooperatives and micro Enterprises is limited due to budget rationalization by local governments in combating the COVID-19 outbreak.

DISCUSSION

a. Implementation of MSME Development Policy by the Office of Cooperatives, SMEs, industry, and trade Buol Regency

Based on Buol Regional Regulation Number 25 year 2013 which describes Micro, Small, and medium enterprises to improve and realize the role of Micro, Small, and medium enterprises as a forum for increasing the effectiveness of cooperative and community members, it is necessary to empower Cooperatives, Micro, Small and Medium Enterprises. And that the empowerment of Cooperatives, Micro, Small, and Medium Enterprises is a joint responsibility between the government, the business world, and the community which is the mandate of Law No. 25 of 1992 on Cooperatives and Law No. 20 of 2008 on Micro, Small and medium enterprises, it needs to be regulated in local regulations. So to grow the economy in the region, the government as the holder of power seeks to provide policy implementation in improving the economic level in the region, one of which is through the MSME fostered program which is regulated in law number 20 of 2008. In conducting coaching, good cooperation is needed from the government, capital owners, or the community. Under these conditions, the power holders strive to further improve the implementation of their policies so that MSME actors can develop their businesses properly.

Communication is the delivery of messages or symbols that contain the meaning of a communicator to the communicant with a particular purpose. Although communication is a very dominant activity in everyday life, it is not easy to give a definition that can be accepted by all parties to something that we will communicate. Communication is a process by which we can understand and be understood by others. Communication is a dynamic process and is constantly changing according to the prevailing situation"(Anderson, 1959)

The results of interviews with IT as head of Cooperative, SME, industry, and trade Buol Regency, are as follows :

"The communication we do is by several methods including through official letters issued by the office, through the WA group of MSMEs, letters and communication are also carried out through socialization to MSME actors registered with the Office of Cooperatives, SMEs, industry and trade of Buol regency or who have gone through the data collection process but the last 2 (two) years since the pandemic covid-19 coaching activities are carried out together with activities carried out by the cooperative office, SMEs of Central Sulawesi province because during that time we did not get a budget allocation for coaching".

Results interview with NK as head of the Department of Cooperatives, SMEs, industry and trade Buol Regency.

"We communicate to MSMEs by visiting and collecting data on MSMEs and at the time of the visit we also socialize, and the communication we do provides new enthusiasm for MSMEs can be seen from the enthusiasm of some MSMEs who are directly educated to make strategic changes in improving their efforts by improving product marketing strategies".

Based on the findings of research conducted in terms of the communication aspect, it can be seen that the role of the government, in this case, the Office of Cooperatives, SMEs, industry, and trade of Buol Regency in communicating to MSME actors has been implemented in the sense that there have been efforts made by the Office of cooperatives, SMEs, industry and trade of Buol Regency data collection of MSME actors, identifying MSME actors who will receive business capital grant assistance and monitoring and evaluation of MSME actors who receive social grant funding from local governments.

Activities that have not been carried out are coaching activities in the form of training for MSME actors because, in the budget implementation document for 2021-2023, there are no training activities budgeted by the Office of Cooperatives, SMEs, industry and Trade of Buol Regency, training activities are usually carried out when there are activities of the Central Sulawesi provincial cooperative office carried out implementation 1 or 2 times a year.

Based on the description above, it can be concluded that the form of communication of guidance policies that have been carried out by the Department of Cooperatives, SMEs, industry and trade consists of several ways including through official letters issued and addressed to MSME actors, through social media, namely WhatsApp, both WhatsApp personally and WhatsApp groups formed by the Department of Cooperatives, SMEs, Industry and trade of Buol Regency, in addition to policy communication carried out through the provision of social assistance grants both directed to individuals and business groups in Buol Regency, coaching communication is also carried out when there are activities of the Provincial Cooperative Office carried out in Buol Regency.

Implementation orders may be passed carefully, clearly, and consistently, but if implementers lack the resources necessary to carry out the policy, then implementation is less likely to proceed. Therefore, important resources include the adequacy of the number and qualifications of Human Resources, Authority, Information, and infrastructure.

The results of the interview with IT as head of Cooperative, SME, industry, and trade Buol Regency, are as follows :

"Our barriers from human resources still need to be increased in number and adjustments to the background or educational background to be placed as a manager of MSMEs in the field of MSMEs, we have 6 personnel consisting of 1 Head of division and 4 staff and 1 companion assigned by the Provincial Cooperative Office, which in turn is responsible for the management of we do this because we are indeed lacking personnel so inevitably we have to do this policy to provide support to existing personnel".

The results of the interview with Mrs. NK as the head of the department at the Department of Cooperatives, SMEs, industry, and Trade Buol Regency, are as follows :

"In our field, we have 4 staff and 1 MSME assistant who is still there with a bachelor's degree in social and Political Sciences. This is what we strive to maximize so that we can carry out services for the development of MSMEs by the targets we have set."

Based on the research findings of the Department of Cooperatives, MSMEs, do not have sufficient resources both budgetary resources and from the aspect of human resources to run the MSME development and empowerment program, this can be seen from the unavailability of functional personnel in the field of MSMEs who specifically manage and plan MSME-related activities. The division of human resources with a limited number of personnel will certainly have difficulty in performing services to MSME actors, amounting to approximately 5,640 MSMEs in Buol regency, while when compared with the existing structure in the field of empowerment and development of Cooperatives and micro enterprises based on Buol Regent Regulation No. 8 of 2018 which should oversee 3 sections, namely the cooperative empowerment and development section, cooperative business empowerment and facilitation section, and the cooperative and entrepreneurship human resources Quality Improvement section, the number of workers in the table is not yet qualified to fill all positions in the field of empowerment and development of Cooperatives and micro enterprises.

In addition to the lack of resources for Cooperatives, SMEs, industry, and trade, Buol Regency also lacks resources in the form of a limited budget in the last 3 years the amount of budget in the field of empowerment and development of Cooperatives and mikro businesses continues to decline. The amount of budget continues to decline in the last 3(three) years in addition the types of activities carried out do not touch on aspects of improving human resources such as training activities, in general, the most widely used financing is on social assistance grant spending. Sponsor grants allocated an average of over 70% for each year of the total budget in the field of empowerment and development of cooperatives and micro enterprises. Based on the description above, it can be concluded that the resources owned by the Office of Cooperatives, SMEs, industry, and trade of Buol Regency are still very limited, both human resources and budget resources.

Factors inhibiting the implementation of MSME Development Policies by the Office of Cooperatives, SMEs, industry, and Trade Buol Regency.

1. Human resources

Every organization or company needs resources to achieve its goals (Yuchtman and Seashore, 1967). Resources are sources of energy, power, and strength (power) needed to create power, movement, activity, activities, and actions. These resources include natural resources, financial resources, human resources, scientific resources, and technological resources (Khan *et al.*, 2020). Among these resources, the most important resource is human resources. HR is a resource that is used to move and synergize other resources to achieve organizational goals. Without HR, other resources are idle and less useful in achieving organizational goals. Human resources are the only resources that have feelings, desires, skills, knowledge, encouragement, power, and work (ratio, taste, and intention). All the potential of HR affects the organization's efforts in achieving goals. No matter how advanced technology, information Development, the availability of capital, and sufficient materials, without HR it is difficult for the organization to achieve its goals.

Human resources is an inhibiting factor in the implementation of MSME development policies by the Department of Cooperatives, SMEs, industry, and trade Buol Regency where there is a shortage of personnel who will manage programs and activities related to MSMEs in addition to educational qualifications also influence the understanding of activities to be carried out where the Department of Cooperatives, SMEs, Industry and Trade Buol Regency human resources in place in the UMKM section there are social science and political science graduates who should be involved in the field of government. Condition manpower in the number and qualifications of personnel education in the Department of Cooperatives, SMEs, industry and Trade Buol Regency is still limited where the number of personnel can not fill all the structures in the technical field, namely the field of empowerment and development of Cooperatives and micro enterprises. Based on the above description, it can be concluded that the existing human resources in the Department of Cooperatives, SMEs, industry, and trade are still very limited both in quantity and in terms of educational qualifications.

2. Budget Constraints

A budget is a document that contains performance estimates (Briers and Hirst, 1990), both in the form of receipts and expenditures, which are presented in monetary measures to be achieved in a certain period and include past data as a form of control and performance assessment (Bank, 2017). The budget is a periodic quantitative plan (unit of amount) prepared based on a program that has been passed. A budget is a written plan of the activities of an organization that is expressed quantitatively for a certain period and is generally expressed in units of money but can also be expressed in units of goods/services. Budget is one of the vital tools of a company in achieving its goals. All companies must make a budget, be it a large company or a small company. Budget is the main means for planning, control, and decision-making in any company. A company's budget is usually expressed in monetary units and is intended to achieve the company's goals within a certain period. These plans typically cover a range of interrelated and Inter-influencing operational activities with a formal and systematic approach to the implementation of management's responsibilities in planning, coordination, and control. The above concepts and theories if associated with research findings where there are budget constraints in the implementation of MSME policy implementation by the Department of Cooperatives, SMEs, industry and Trade Buol good for internal personnel Development Department of Cooperatives, SMEs, industry and trade Buol and to SMEs. Finance in the field of empowerment and development of Cooperatives and micro enterprises for the last 3(three) years has decreased significantly and the types of activities carried out the largest budgeting on social grant assistance to the public, namely the provision of business capital. There is in 2021 the amount of budget for the empowerment and development of Cooperatives and small businesses is 91.6% for social grant funds, in 2022 the budget for grant funds is 74.1% and in 2023 the empowerment and development of Cooperatives and micro enterprises does not get a budget allocation for the management of MSMEs. 14,922,200 is for the official travel budget. Based on the above description, it can be concluded that the existing budget in the field of empowerment and development of Cooperatives and micro-enterprises development in the form of social grants aimed at both individuals and business groups while the budget allocation for development in the form of improving the quality of human resources in the form of education and training has not and trade Buol District for approximately 3 (three) years. Based on the existing description as research findings, it can be seen that policy communication carried out by the Office of Cooperatives, SMEs, industry, and trade of Buol Regency, namely the provision of social grants to MSME actors both individually and to Group Businesses, communication of MSME guidance information is carried out both through letters and WhatsApp social media. Monitoring and evaluation policies and data collection are also carried out by the Office of Cooperatives, SMEs, industry, and trade of Buol Regency.

The implementation of the UMKM development policy by the Office of Cooperatives, SMEs, industry and trade Buol Regency has inhibiting factors, namely limited resources, both human resources and budget resources, where based on the findings of Human Resources Research in the field of empowerment and development of Cooperatives and micro enterprises, there are only 5 (five) people with qualifications inadequate education and in terms of Budget Department of Cooperatives, SMEs, industry and trade Buol especially in the field of empowerment and development of cooperatives and micro enterprises in the last 3(three) years the amount of budget continues to decline and the largest financing on social grants for development activities in the form of education and Training Department of Cooperatives, SMEs, industry Buol Regency did not include trade in the budget implementation document but the activity was carried out in synergy with the activities of the Central Sulawesi Provincial Cooperative Office.

CONCLUSION

The results of the research on the implementation of UMKM development policies by the Department of Cooperatives, UKM, industry and trade of Buol Regency are seen from the aspect of resources that have not been maximized where there is no budget for coaching for MSME actors, budgetary resources as a form of coaching is given in the form of social grants aimed at personnel are not sufficient to carry out programs and activities that have been planned where existing personnel have not been able to fill the structure as mandated by existing regulations, namely Regent Regulation No.5 of 2018 concerning the duties and work procedures of the Office of Cooperatives, SMEs, industry and trade of Buol Regency. Factors inhibiting the implementation of MSME development policies by the Office of Cooperatives, SMEs, industry, and trade Buol seen from the aspect of limited human resources is still very limited in terms of quantity and quality of education in addition to budget constraints that are not available budget in the implementation of MSME development in Buol.

It is expected that the government can make the best innovation by including guidance policies for MSME actors in terms of improving human resources through education and training. The policymakers at the official level and related fields continue to coordinate with the personnel department to continue to submit proposals to the regional personnel agency to allocate personnel that can be used optimally in improving MSME development and in the field of MSME development budgets are expected to continue to advocate more massively to policymakers and local government budget requesting support from the Legislature to encourage the preparation of the budget for the development of MSMEs in Buol Regency. For the implementation of the maximum performance of the government place the appropriate personnel with educational qualifications and see the workload of employees to be able to do the proposed addition of personnel to the regional employment agency.

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