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Local Government Coordination in Digital-Based Micro Enterprises Development in Bontang City Government

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Abstract

This study aims to analyze the implementation of local government coordination in executing Government Regulation Number 7 of 2021 (PP Nomor 7 Tahun 2021) concerning the Ease, Protection, and Empowerment of Cooperatives and Micro, Small, and Medium Enterprises (MSMEs) in fostering digital-based micro enterprises in the Bontang City Government. The research focus is directed toward addressing unresolved issues and establishing boundaries for the discussion within the study's scope. The determination of this research focus was conducted to understand how the Bontang City Government coordinates the development of digital-based micro enterprises as an implementation of Regulation No. 7 of 2021. In this study, the micro enterprise sector refers specifically to micro enterprises that are the primary subject of investigation. This research employs a qualitative approach with a descriptive method. Data collection was carried out through in-depth interviews with officials and implementers at the Department of Cooperatives, Micro Enterprises, Industry, and Trade (DKUMPP); the Department of Youth, Sports, and Tourism (Disporapar); the Department of Investment and One-Stop Integrated Services (DPMPTSP); and the Department of Communication and Informatics (Diskominfo), as well as with micro enterprise actors. Observations were conducted at the research location to support the documentation study related to regulations and policies. This concept serves as the central framework for understanding how changes in income affect economic activities. Data analysis was conducted based on the applied theoretical framework, and conclusions were drawn systematically using scientific reasoning. The findings indicate that the implementation of local

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government coordination in executing Government Regulation Number 7 of 2021 concerning the ease, protection, and empowerment of cooperatives and micro, small, and medium enterprises (MSMEs) in fostering digital-based micro enterprises in Bontang City still encounters several activities that are less than optimal. This condition results in insufficient effectiveness in outreach efforts and limited equitable access for micro enterprises, leading to various constraints that hinder the achievement of policy objectives.

Keywords: Coordination, Implementation, Micro Enterprises, Public Policy

INTRODUCTION

In the 21st century millennium, globalization has driven the implementation of activities to become more efficient, rapid, and convenient across various sectors, including public services and the economy. To address these demands, the utilization of information and communication technology (ICT) through the Electronic-Based Government System (SPBE) has become one of the government's efforts to improve the quality of public services by realizing a more effective, efficient, and transparent bureaucracy. Globalization has also accelerated digitalization in the economic sector, rendering marketing and transaction processes broader, faster, and more effective, including for the micro, small, and medium enterprise (MSME) sector. This development is evidenced by the increase in the number of MSMEs that have gone digital, from 22.68 million in June 2023 to 27 million by the end of 2023 (Republika, 2023; RRI, 2024), while the Ministry of Communication and Informatics has targeted this number to reach 30 million MSMEs by the end of 2024 (Kominfo, 2024). Furthermore, the Ministry of Communication and Informatics recorded that approximately 32 million merchants, 95% of which are MSMEs, have utilized QRIS as a digital payment method (Antara, 2023). The level of digital technology adoption among MSMEs has reached 83.8%, with the utilization of social media at 40%, instant messaging at 38%, e-commerce at 13%, and ride-hailing at 5% (MSME Empowerment Report, 2022 in DailySocial). These data indicate that digitalization is no longer merely an innovation but has become a crucial strategy for enhancing MSME competitiveness in facing global economic developments.

MSMEs hold a strategic role in the Indonesian economy, as they have proven capable of serving as economic pillars, particularly during the COVID-19 pandemic, and possess greater resilience in navigating crises, although they still require supportive policy measures, access to financing, and an inclusive digital ecosystem to further develop (Badan Keahlian DPR RI, 2023, p. 54). To date, the role of MSMEs remains significant, with approximately 65 million business units

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contributing 61% to the Gross Domestic Product (GDP) and absorbing around 97% of the national workforce (President Joko Widodo, March 7, 2024). This substantial contribution demonstrates that MSME development constitutes a critical responsibility of the government in driving national economic growth. One of the efforts undertaken is through digital-based micro enterprise development as part of the implementation of the Electronic-Based Government System (SPBE) to support the enhancement of MSME competitiveness in the digital era. Through SPBE, local governments can integrate services such as data collection, licensing, development, and monitoring of MSMEs, thereby making service delivery more effective, transparent, and accountable. In line with this, SPBE is viewed as a form of e-government implementation aimed at achieving clean, effective, transparent, and accountable governance through the utilization of information and communication technology (Kusuma, A. R, 2020).

Government Regulation Number 7 of 2021 concerning the Ease, Protection, and Empowerment of Cooperatives and MSMEs serves as the foundation for implementing digital-based MSME development policies and is expected to operate effectively through collaboration among local government agencies, which inherently requires a coordination aspect. However, obstacles exist in the implementation of this coordination. For instance, research in Ngawi Regency concluded that digital infrastructure constraints and the internal capacity of Regional Apparatus Organizations (*OPD*) pose significant barriers to the implementation of MSME digitalization programs. In this context, the government should play an optimal role as a facilitator, regulator, and catalyst (Novianty, Dewi, & Anwar, 2024). Furthermore, previous research specifically examining Government Regulation Number 7 of 2021 in a different region, namely Palembang City, indicated that although various training, financing, and partnership programs have been implemented, coordination among Regional Apparatus Organizations (*OPD*) or relevant agencies has been carried out but still requires strengthening, particularly in synchronizing objectives, resources, and inter-organizational communication (Permata et al., 2025).

This condition illustrates that although regulations are available as an implementation foundation, policy effectiveness ultimately depends on the capacity for coordination and technical implementation in the field. The implementation of Government Regulation Number 7 of 2021 essentially does not solely depend on the availability of regulations as a legal basis, but also on the ability of local governments to coordinate various regional apparatuses that possess different authorities and functions. Digital-based micro enterprise development constitutes a cross-sectoral policy as it encompasses aspects of business empowerment, human resource capacity building, business licensing, information technology utilization, and product promotion. Therefore, the

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implementation of such policies requires coordination capable of unifying objectives, aligning programs, and integrating the resources possessed by each regional apparatus organization, so that development activities can proceed in an integrated and sustainable manner.

From the perspective of public administration, coordination constitutes one of the management functions of governance that plays a role in harmonizing the activities of various organizations to prevent them from operating in a fragmented manner. Coordination not only implies inter-agency communication but also encompasses the division of roles, alignment of authority, synchronization of planning and program implementation, and joint evaluation of achieved outcomes. Through effective coordination, program overlap, activity duplication, and service gaps for micro enterprise actors can be minimized. Conversely, weak coordination can lead to suboptimal resource utilization, making the achievement of policy implementation objectives difficult to realize.

Coordination becomes increasingly important in digital-based micro enterprise development because the digital transformation process involves various services that fall under the authority of different regional apparatus organizations. Such development activities include training, business legality facilitation, digital marketing development, information technology infrastructure provision, and product promotion. All of these activities are interconnected and therefore require good coordination. If each regional apparatus organization implements programs independently, the development provided to micro enterprise actors is potentially less effective and unable to optimally enhance business capacity and competitiveness.

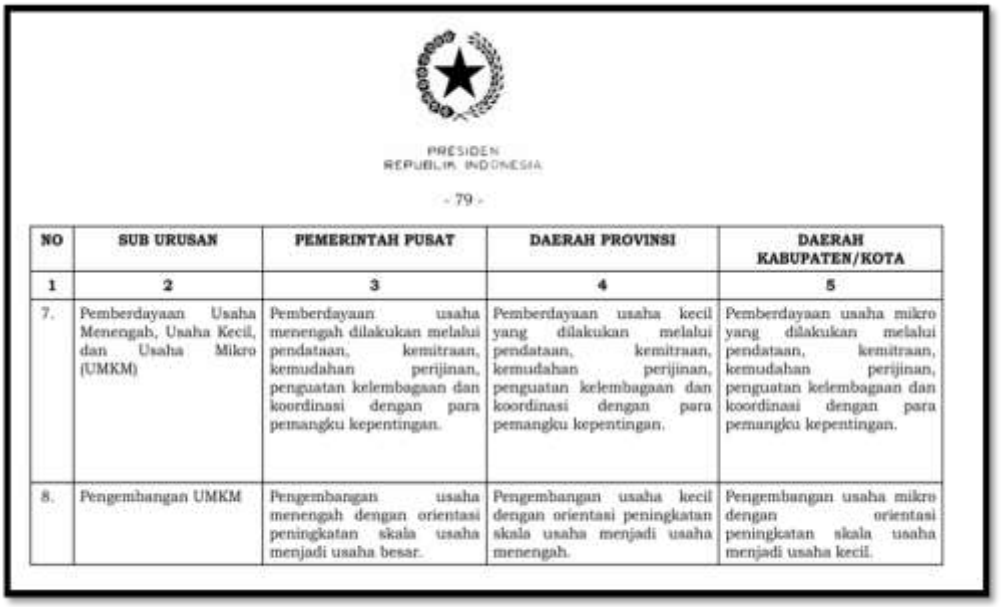
Based on these conditions, local government coordination becomes a crucial factor in the successful implementation of Government Regulation Number 7 of 2021 in digital-based micro enterprise development. The success of policy implementation is not only measured by the number of programs executed by each regional apparatus organization but also by the ability of local governments to build synergy so that all programs share the same direction, objectives, and targets. Therefore, this study focuses on local government coordination to determine the extent to which inter-organizational coordination has supported the implementation of Government Regulation Number 7 of 2021 in digital-based micro enterprise development within the Bontang City Government.

The effectiveness of digital-based micro enterprise development is determined by the quality of coordination and synergy among Regional Apparatus Organizations (*OPD*)/relevant agencies. Regarding the implementation of digital-based MSME development, particularly by the Bontang City Government, its implementation has synergy with Law Number 23 of 2014, which

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stipulates that in the MSME sector, Regency/City Governments have the authority in the empowerment and development of micro enterprises. In its implementation, this is directed toward enhancing the scale of micro enterprises into small enterprises. Furthermore, it is explained in Law Number 23 of 2014 that the central government holds the authority in the development and empowerment of the medium enterprise sector, while within the provincial scope, it pertains to the development and empowerment of the small enterprise sector. As presented in Table 1 below:

Table 1. Distribution of Government Affairs



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NO	SUB URUSAN	PEMERINTAH PUSAT	DAERAH PROVINSI	DAERAH KABUPATEN/KOTA
1	2	3	4	5
7.	Pemberdayaan Usaha Menengah, Usaha Kecil, dan Usaha Mikro (UMKM)	Pemberdayaan usaha menengah dilakukan melalui pendataan, kemitraan, kemudahan perijinan, penguatan kelembagaan dan koordinasi dengan para pemangku kepentingan.	Pemberdayaan usaha kecil yang dilakukan melalui pendataan, kemitraan, kemudahan perijinan, penguatan kelembagaan dan koordinasi dengan para pemangku kepentingan.	Pemberdayaan usaha mikro yang dilakukan melalui pendataan, kemitraan, kemudahan perijinan, penguatan kelembagaan dan koordinasi dengan para pemangku kepentingan.
8.	Pengembangan UMKM	Pengembangan usaha menengah dengan orientasi peningkatan skala usaha menjadi usaha besar.	Pengembangan usaha kecil dengan orientasi peningkatan skala usaha menjadi usaha menengah.	Pengembangan usaha mikro dengan orientasi peningkatan skala usaha menjadi usaha kecil.

Thus, in carrying out the mandate stipulated in Government Regulation Number 7 of 2021, implementation must be conducted by aligning the levels of authority in accordance with Law Number 23 of 2014, namely that for regency/city government administrations, the scope of authority falls within the micro enterprise sector. This can be implemented through:

1. Micro enterprise empowerment through partnership data collection, licensing facilitation, institutional strengthening, and coordination with relevant stakeholders; and
2. Micro enterprise development with the orientation of upgrading micro enterprises into small enterprises.

In implementing the mandate of these regulations, the Bontang City Government involves

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at least four Regional Apparatus Organizations (*OPD*) that have relevance to the objectives to be achieved. These include the Department of Cooperatives, Micro Enterprises, Industry, and Trade (DKUMPP); the Department of Youth, Sports, and Tourism (Disporapar); the Department of Investment and One-Stop Integrated Services (DPMPTSP); and the Department of Communication and Informatics (Diskominfo) of the Bontang City Government.

Regarding the data on the number of MSMEs in Bontang City, as outlined in the data from BPS Bontang City, it is presented in Table 2 below:

Table 2. Number of MSMEs in Bontang City

No	Kecamatan	Kuliner	Fashion	Otomotif	Agrobisnis	Teknologi Internet	Lainnya	Jumlah
1	Bontang Selatan	668	359	78	80	116	6.874	8.175
2	Bontang Utara	737	317	75	39	66	6.586	7.820
3	Bontang Barat	153	127	16	35	32	2.252	2.615
	Jumlah	1.558	803	169	154	214	15.712	18.610

Source: Bontang City in Figures 2025

With more than 18,600 business actors, digital-based micro enterprise development as an implementation of Government Regulation Number 7 of 2021 certainly warrants serious attention. However, in the implementation of digital-based micro enterprise development, it is essential to pay close attention to coordination among relevant agencies or Regional Apparatus Organizations (*OPD*) to avoid overlapping activities in their execution. This is intended to ensure that the implementation of digitally oriented micro enterprise development can proceed efficiently and effectively, particularly during the ongoing budget efficiency period. By involving the participation of relevant OPDs, proper coordination is required so that the execution of tasks can proceed smoothly.

RESEARCH METHODOLOGY

This research employs a qualitative descriptive approach, which aims to provide a

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comprehensive understanding of how coordination is implemented in digital-based micro enterprise development within the Bontang City Government. The study utilizes primary data obtained directly from the field through observations and interviews, as well as secondary data derived from literature, including books, journals, research findings, articles, online publications, and regulations related to coordination and organizations.

The research focus is directed toward examining how the Bontang City Government coordinates digital-based micro enterprise development as an implementation of Government Regulation Number 7 of 2021 concerning the Ease, Protection, and Empowerment of Cooperatives and Micro, Small, and Medium Enterprises. The scope of MSMEs targeted in this study is specifically limited to micro enterprises. This aligns with the background presented in the introduction, which emphasized the role of MSMEs in the Indonesian economy, thus the research concentrates solely on micro enterprises in accordance with the authority of regency/city governments. As stipulated in Law Number 23 of 2014, the authority of regency/city governments falls within the scope of micro enterprises. This focus is intended to enable a more in-depth and comprehensive analysis, thereby facilitating better policy implementation.

This study also applies George C. Edwards III's Policy Implementation Model and the Whole of Government (WoG) approach to explain the collaborative efforts of relevant sectors in implementing the regulation. Additionally, the obstacles encountered in coordination are also examined as part of this research. The research was conducted at the Department of Cooperatives, Micro Enterprises, Industry, and Trade (DKUMPP); the Department of Youth, Sports, and Tourism (Disporapar); the Department of Investment and One-Stop Integrated Services (DPMPTSP); and the Department of Communication and Informatics (Diskominfo) of the Bontang City Government. Data collection techniques were carried out directly, pertaining to digital-based MSME development activities at DKUMPP, *e-commerce* and *digital marketing* training activities at Disporapar, business licensing data and socialization as well as business licensing assistance activities at DPMPTSP, and the implementation of the Bontang Free Wi-Fi program at Diskominfo, Bontang City Government.

The data analysis technique utilizes primary data on the number of micro enterprise actors and the implementation of micro enterprise development activities conducted by DKUMPP, data on creative micro-scale businesses and activities aimed at micro enterprise development by Disporapar, socialization activities and licensing improvement by DPMPTSP, and data on the implementation of the Bontang Free Internet Program by Diskominfo in the Bontang City Government, as well as various other activity implementation data related to digital-based micro

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enterprise development programs in these four OPDs, interviews, documents, field data, and others. Data analysis was conducted using Qualitative Data Analysis (QDA), which aims to manage and interpret data in narrative form to describe existing phenomena factually and in detail. This aims to describe conditions or events according to the situation in the field to explain reality based on collected data. According to Sugiyono (2017), the qualitative data processing process involves stages of data reduction, data presentation, and the final stage of conclusion drawing.

RESEARCH RESULTS

Results

Based on the research on local government coordination in the implementation of Government Regulation Number 7 of 2021 concerning the Ease, Protection, and Empowerment of Cooperatives and Micro, Small, and Medium Enterprises in digital-based micro enterprise development in the Bontang City Government, the following conclusions can be drawn:

1. **Horizontal coordination among regional apparatuses has been implemented, but has not yet been fully integrated.**

   Coordination between the Department of Cooperatives, Micro Enterprises, Industry, and Trade (DKUMPP), the Department of Investment and One-Stop Integrated Services (DPMPTSP), the Department of Youth, Sports, and Tourism (Disporapar), and the Department of Communication and Informatics (Diskominfo) has been conducted through communication and program implementation in accordance with the authority of each regional apparatus. However, such coordination has mostly been carried out based on the needs of specific activities and has not yet been supported by routine, structured, and continuous coordination mechanisms. This condition has resulted in the integration of digital-based micro enterprise development programs not yet being fully optimal.

2. **Vertical coordination has played a role in supporting policy implementation, but coordinative functions still need to be strengthened.**

   Coordination implementation through Assistant II of the Regional Secretariat, who oversees DKUMPP, DPMPTSP, and Disporapar, as well as Assistant III, who oversees Diskominfo, has supported the alignment of program implementation among regional apparatuses. However, such coordinative functions have mostly been conducted when addressing specific problems and have not yet been fully utilized as mechanisms for control, policy synchronization, and continuous implementation evaluation.

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3. **Coordination in the planning and budgeting process has been implemented, but has not yet resulted in full integration of cross-regional apparatus programs.**

   The planning process through *Musrenbang* (Development Planning Deliberation), the preparation of Regional Apparatus Work Plans (*Renja Perangkat Daerah*), the Regional Development Work Plan (*RKPD*), and budget preparation involving Bapperida (Regional Development Planning Agency) and BPKAD (Regional Financial and Asset Management Agency) have become part of the implementation of digital-based micro enterprise development policies. However, program formulation still demonstrates a sectoral orientation according to each regional apparatus's duties, so that inter-program integration in supporting the implementation of Government Regulation Number 7 of 2021 still requires strengthening.

4. **Monitoring, evaluation, and performance reporting have been conducted by each regional apparatus, but have not yet fully reflected collaborative evaluation of policy implementation.**

   Program monitoring and evaluation have been conducted in accordance with the mechanisms applicable to each regional apparatus, as has the preparation of the Government Agency Performance Reports (*LKjIP*). However, such evaluations remain oriented toward individual regional apparatus performance achievements and have not yet fully reflected the success of digital-based micro enterprise development implementation as a result of cross-regional apparatus coordination.

5. **The implementation of Government Regulation Number 7 of 2021 is influenced by the quality of coordination supported by communication, resources, disposition, and bureaucratic structure.**

   From the perspective of George C. Edwards III's policy implementation model, this research demonstrates that coordination effectiveness is not only determined by the intensity of inter-regional apparatus communication, but is also influenced by resource availability, implementer commitment, and the clarity of the bureaucratic structure in regulating role division and coordination mechanisms. These four aspects are interrelated and constitute determining factors in the successful implementation of digital-based micro enterprise development policies in the Bontang City Government.

6. **Coordination in policy implementation needs to be understood as a process that takes place continuously.**

   The research findings indicate that coordination should not merely be interpreted as

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communication or meetings between regional apparatuses, but needs to be positioned as a governance mechanism that takes place from the planning, budgeting, program implementation, monitoring, and evaluation stages, to performance reporting. With this approach, coordination becomes an instrument capable of integrating all local government resources in supporting the implementation of Government Regulation Number 7 of 2021 more effectively, comprehensively, and accountably.

DISCUSSION

Based on the research findings regarding policy implementation in the context of local government coordination in relation to Government Regulation Number 7 of 2021, the following recommendations can be provided:

Recommendations for Local Government / Implementing OPDs

Regarding the implementation of Government Regulation Number 7 of 2021 in digital-based micro enterprise development, the following recommendations are offered:

1. **Strengthening Horizontal Coordination Among OPDs**

   In digital-based micro enterprise development, coordination among relevant OPDs needs to be implemented to align activities and achieve objectives. The measures that can be taken include:

   - **Conducting routine cross-OPD coordination forums**

     The Bontang City Government needs to conduct periodic coordination forums involving DKUMPP, Disporapar, DPMPTSP, and Diskominfo. Such forums should serve not only as a medium for information exchange but also be used to develop joint work agendas, evaluate program achievements, identify obstacles, and agree on solutions in digital-based micro enterprise development. Thus, each OPD can perform its roles in a complementary manner and avoid implementing programs in isolation.

   - **Formulating clearer role division**

     Each OPD needs to have clearly documented task divisions based on its authority to prevent overlapping activities. For example:

     - DKUMPP focuses on institutional development, business assistance, and business actor capacity building.
     - DPMPTSP focuses on business legality facilitation and licensing services.

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- Diskominfo plays a role in strengthening digital literacy, information technology utilization, and digital publication.
- Dispopar supports MSME product promotion through tourism and the creative economy.

These role divisions should be formalized in coordination documents or cross-OPD SOPs to serve as a shared guideline. To date, there remains a possibility of overlapping implementation and even the same targets, resulting in uneven facilities or support.

- **Developing a data sharing system**

The four OPDs need to utilize an integrated MSME database so that information on business actors, development needs, legality status, and digitalization progress can be accessed jointly. Data integration will facilitate the formulation of mutually supportive programs and reduce duplication in development targets.

2. **Strengthening Vertical Coordination**
   - **Strengthening the role of the Regional Secretary's Assistants as coordinators (in this case, assisted by Assistant II and III)**

Cross-OPD coordination needs to be strengthened through the role of Assistant II as coordinator for DKUMPP, DPMPTSP, and Disporapar, and Assistant III as coordinator for Diskominfo. Through periodic coordination meeting mechanisms, both Assistants can ensure that program implementation among regional apparatuses remains aligned with local government policy direction and is able to resolve coordination issues that cannot be addressed at the OPD level.

   - **Enhancing hierarchical coordination reporting**

Each OPD needs to periodically report on the progress of digital-based micro enterprise development program implementation to the supervising Assistant. This reporting mechanism serves not only as a form of accountability but also as a basis for decision-making should program adjustments be required during the fiscal year.

3. **Coordination in Program Planning**
   - **Integrating coordination from the Musrenbang stage**

Coordination among OPDs should begin at the regional development planning stage through Musrenbang. At this stage, the needs for digital-based micro enterprise

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development need to be discussed jointly so that program proposals included in planning documents do not stand alone but mutually support one another across OPDs. Thus, synchronization is not only conducted during activity implementation but has commenced since the formulation of development priorities.

- **Strengthening synergy with Bapperida**

  Coordination with Bapperida is important to ensure that digital-based micro enterprise development programs are aligned with the Regional Medium-Term Development Plan (*RPJMD*), the Regional Development Work Plan (*RKPD*), OPD Strategic Plans (*Renstra OPD*), and OPD Work Plans (*Renja OPD*). Through such coordination, each OPD can formulate mutually supportive performance indicators so that the implementation of Government Regulation Number 7 of 2021 has a shared development direction.

- **Enhancing coordination with BPKAD**

  Coordination with BPKAD needs to be conducted from the budget preparation stage so that the funding needs for digital-based micro enterprise development programs receive adequate support. In addition to ensuring budget availability, this coordination also aims to avoid funding duplication among OPDs and enhance the efficiency of regional budget (*APBD*) utilization.

4. **Coordination in Control and Evaluation**

- **Conducting joint monitoring and evaluation**

  The four OPDs need not only to conduct internal evaluations but also to carry out joint monitoring and evaluation of digital-based micro enterprise development outcomes. Joint evaluation can be used to:

  - identify each OPD's achievements;
  - measure coordination effectiveness;
  - identify implementation constraints; and
  - formulate collaborative follow-up actions.

- **Integrating performance indicators in LAKIP/LKjIP**

  Coordination also needs to be strengthened through the alignment of performance indicators in the Government Agency Performance Accountability Reports (*LAKIP*) or Government Agency Performance Reports (*LKjIP*). Each OPD should not only be oriented toward its own sectoral indicator achievements but also have

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shared outcome indicators that reflect the success of cross-regional apparatus digital-based micro enterprise development.

With this approach, performance evaluation does not only measure the success of each OPD but also assesses the level of synergy in achieving the objectives of Government Regulation Number 7 of 2021 implementation.

5. **Strengthening Coordination Governance**
   - **Formulating regulations or guidelines for cross-OPD coordination**

     The Bontang City Government can develop guidelines or coordination mechanisms that specifically regulate digital-based micro enterprise development. Such guidelines may contain role divisions, communication mechanisms, data exchange procedures, coordination meeting implementation, monitoring, evaluation, and reporting so that coordination does not solely depend on informal communication but has a clear governance foundation.
   - **Building a collaborative culture**

     In addition to structural aspects, coordination success is also influenced by each OPD's commitment to working collaboratively. Therefore, it is necessary to strengthen a work culture that positions the success of digital-based micro enterprise development as a shared goal, not merely as the achievement of each regional apparatus's individual targets.

CONCLUSION

The implementation of Government Regulation Number 7 of 2021 concerning digital-based micro enterprise development in Bontang City relies on coordination among regional apparatuses such as DKUMPP, DPMPTSP, Disporapar, and Diskominfo. Both horizontal and vertical coordination efforts have been executed; however, they predominantly occur to address specific, immediate needs rather than operating as structured, continuous governance mechanisms. Furthermore, cross-agency integration remains suboptimal because program planning, budgeting, and performance evaluations are still heavily oriented toward individual sectoral achievements rather than collaborative policy outcomes.

Effective policy implementation demands that coordination be positioned as a continuous, integrated process extending from the initial planning stages to final performance reporting. The success of digitalizing micro enterprises is not solely determined by communication intensity, but

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is significantly influenced by resource availability, implementer commitment, and clear bureaucratic structures that prevent overlapping activities. Establishing routine coordination forums, clear role divisions, and shared evaluation metrics will unify local government resources, transforming fragmented programs into a cohesive strategy that genuinely empowers the micro enterprise sector.

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