

## Design of Quick Wins Based Policy for Facilitation and Assistance of Micro, Small, Medium Enterprises (MSMEs)

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### Abstract

*This research builds a conception of MSME policy as an important alternative to growing the economy in Indonesia. MSMEs in Indonesia are currently undergoing a phase of surviving the global crisis, so there are still many quick steps that the government must take. One step that needs to be taken is to build a fast and adaptive bureaucratic managerial pattern. This research focuses on constructing bureaucratic management based on quick wins as one of the principles of agile governance. In Indonesia, the concept of quick wins has a different scope from quick wins in agile governance. Quick wins in Indonesia tend to emphasize organizational and human resource management. Meanwhile, the conception of quick wins in agile governance focus on implementing an adaptive bureaucratic ecosystem to achieve maximum results. In order to build a conception of quick wins that focuses on the application of an adaptive bureaucratic ecosystem, this research uses Soft System Methodology (SSM), which can construct an appropriate conceptual building. The results of this study show that efforts to realize quick wins that focus on adaptive bureaucratic ecosystems involve revamping MSME policy management. Three elements that can drive the internal ecosystem of the organization toward realizing the concept of quick wins are visionary leaders, collaborative work patterns between teamwork and leaders, and organizational culture and resources.*

**Keywords:** *quick wins; agile governance; policy; local government; MSME*

## INTRODUCTION

The manufacturing sector, which employs many people in Indonesia, has been hit hard by the COVID-19 outbreak. The economic growth of Indonesia's manufacturing industry sector in the second quarter of 2022 was negatively affected by the pandemic, decreasing by a difference of 0.71%, or 0.04%, when comparing the second quarter of 2022 to the first quarter of 2022 (q-to-q) (Badan Pusat Statistik, 2022). Although not leading to negative growth, this figure indicates that the manufacturing sector in Indonesia is experiencing a slowdown due to the COVID-19 pandemic. Because the industry includes MSMEs as the backbone of the country's economy, its potential, and contribution to Indonesia's economic growth are enormous. In 2019, there were 65.47 million MSMEs in Indonesia, as reported by the Ministry of Cooperatives and SMEs. This number represents 99.9% of the total businesses in Indonesia, which are dominated by microbusinesses. Labor absorption is also significant, namely 119 million workers, dominated by workers from micro business units (Kementerian Koperasi dan UKM, 2019b). In addition, the potential of MSMEs as a contributor to national GDP is 60.5 percent, and the contribution of MSMEs to non-oil and gas exports is 15.6 percent (Kementerian Koperasi dan UKM, 2019a).

On the other hand, the pandemic has negatively impacted MSMEs across Indonesia. As reported by a Bank Indonesia study, 87.5% of MSMEs in Indonesia felt the impact of the COVID-19 outbreak. Of these, nearly 93.2% experienced a decline in sales. Due to the uncertainty caused by the epidemic, many company owners have decided to postpone making major decisions. However, despite the broad impact of the pandemic to MSMEs, not all businesses are negatively affected. According to a survey conducted by Bank Indonesia (BI), 27.6% of businesses reported an increase in sales, while 12.5% reported no change in revenue due to the COVID-19 epidemic (Saputra, 2021; Victoria, 2021).

The government uses various initiatives to revive the economy, focusing particularly on micro, small, and medium enterprises such as by providing guidance and

facilitation to MSMEs so that they can grow. The government also provides monetary assistance, including the Rp184.8 trillion MSME National Economic Recovery (PEN) program and the Rp1.2 million Micro Business Actor Assistance given to each business. It should be noted that the extension of the People's Business Credit interest subsidy of 3% until December 2021 is disbursed by the government through banks (Nurhayati, 2021; Situmorang, 2020)

However, the role of the government towards MSMEs still needs to be improved in terms of policy commitment, facilitation, and assistance for MSMEs, especially during a pandemic (Hariyoko, 2018; Putri & Faisol, 2022). Numerous studies on MSME empowerment, protection, and facilitation policies have been conducted to ensure the continued viability of MSMEs (Anggraeni et al., 2021; Kusnadi et al., 2020; Sopah et al., 2020). Although there have been many studies, the common problem discussed is related to the pattern of policy implementation that should be revised. Researchers offer agile governance as an essential perspective for this study, focusing on quick wins or speed and adaptation from policy-making to implementation while remaining oriented towards maximum results (Luna et al., 2016). Moreover, there are few studies on agile governance related to MSMEs in Indonesia. Thus, this research aims to fill in the research gaps on agile governance in terms of MSME policies in Indonesia.

Several studies have focused on the development of agile governance as governance with a fast and dynamic adaptation process in both the internal and external environment. Agile governance also emphasizes using information technology to accelerate the governance process's results (Apriliyanti et al., 2021; Halim et al., 2021; Schwab, 2016; Vernanda, 2019). Nevertheless, only some studies that analyze implementation of agile governance at the level of bureaucratic management, which is referred to as quick wins (Luna, 2015; Van Buren & Safferstone, 2009).

The meaning of quick wins management applied in Indonesia differs in scope from quick wins in the context of agile governance. Quick wins management imple-

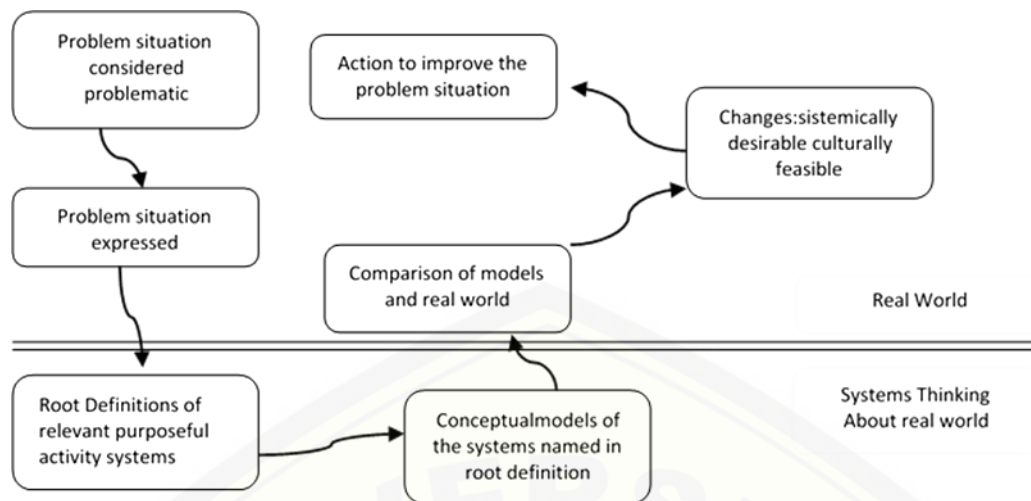
mentation in Indonesia is a bureaucratic reform strategy initiative and the first step to making changes quickly and easily (Buntaram, 2013; Mistuti, 2013; Purwasih & Sensuse, 2014). Efforts for bureaucratic reform strategy initiatives and steps beginning with implementation policies carried out in a fast and accessible way must be accompanied by ecosystem and management supportive bureaucracy. The success of policy implementation is influenced by the bureaucratic structure, disposition, and bureaucratic resources (Edward III, 1980; Widodo, 2021) and the use of information technology with a dynamic teamwork mechanism (Amrynudin & Katharina, 2020; Ferdian et al., 2021; Sahban et al., 2018; Taufik & Warsono, 2020; Yasa et al., 2021).

The different scope of quick wins management is one of the principles of agile governance as adopted in the quick program of the Indonesian Government. The concept of quick wins agile governance focuses on bureaucratic processes that are fast and precise in the process of adapting to the environment (Luna et al., 2014; Luna, 2015; Luna et al., 2016). The quick wins concept prioritizes the leader as someone who can perform the transformation process in a more adaptable and agile organization (Andayani & Tirtayasa, 2019; Herminingsih, 2011). In addition to leaders, information technology also has an essential role in faster organizational transformation, especially through the application of information knowledge, which positively impacts organizational performance (Sahban et al., 2018). As a result, the organizational transformation process is quick wins influenced by results-oriented and team-oriented organizational culture (Andayani & Tirtayasa, 2019). However, the quick-wins management implemented in the Indonesian bureaucratic system is challenging because it tends to be conventional yet adaptive (Faedlulloh et al., 2020).

The research studied previously has a fundamental problem: the gap in the conception of quick wins in the agile governance version and the version applied in the Indonesian government. In Indonesia, the implementation of quick wins is based on the 2010-2024 bureaucratic reform roadmap, which emphasizes organizational governance, human resource management systems,

strengthening the supervisory system, strengthening the performance accountability system, and improving the quality of public services (Buntaram, 2013). However, in implementing these quick wins, attention to the work ecosystem of bureaucratic organizations had not yet become the focus. In line with this, the current problems of implementing MSME policies based on the results of initial research occurred due to (1) the low realization of government program accountability targets; (2) the low target of facilitation and business assistance; (3) limited budget; and (4) the insufficient attention of local government to budget resources for the MSME program. Thus, bureaucratic management issues must be addressed appropriately to ensure that the impact of MSME policy implementation is more resilient to any situation and crisis.

In addition, it is crucial to know the role of each level of government, both central and regional level, in contributing to MSMEs. Decentralization makes regional governments the main actors in development, from the planning process to policy evaluation (Suryawati & Helpiastuti, 2016), so that they can make strategic programs that are more targeted because the assumptions built by the regions are more aware of the objective conditions (Negoro & Firdaus, 2020). However, existing MSME policies have significant overlap regarding data, division of functions, and tasks (Marginingsih, 2021). Local governments had only become intermediaries for central government's policies (Putri & Faisol, 2022). For example, the people's business credit policy and the MSME cash assistance program during the pandemic are the central government's program, while local governments only serve as data collectors. According to Government Regulation No. 23/2014 on Local Government and the Minister of Cooperatives and SMEs Regulation No. 3/2021, it gives authority to regional governments to manage MSMEs. Therefore, this research focuses on the scope of local government in order to increase regional sensitivity to play at the policy level, not only at the organizational or operational level (Sani et al., 2019). Finally, it can have implications for improving the regional economy that can have more impact to the community.



**Figure 1. Seven stages of SSM**  
 Source: Checkland & Poulter, 2006

According to this background, this study aims to answer the question, “How is the design of the MSME policy strategy based on quick wins?”. This research tries to model MSME policies based on the concept of quick wins as one of the principles of agile governance. This research links the relationship between MSME policy implementation and the quick wins bureaucratic management process. The advantage lies in the quick wins management concept, which adopts the values of agility and the 4.0 industrial revolution (Luna, 2015; Schwab, 2016), which is compatible with the successful implementation of MSME policies. On the other hand, the limitation of this research is in the scope of government bureaucratic management related to the implementation of MSME policies.

The findings of this study are expected to assist policymakers in improving the bureaucratic management process in implementing MSME policies and contributing to research related to quick wins management and agile governance.

**METHOD**

This research uses qualitative methods with data collection techniques through in-depth interviews, observations, and document studies (Creswell & Poth, 2018). In selecting informants, researchers set specific criteria, such as whether the individual knows and understands the event or phe-

nomenon under study, is actively involved in policy formulation or implementation, or is the subject of the policy. Therefore, the researcher gathered ten people as informants . The details of the informants include (1) the Vice Regent of Bondowoso; (2) three administrators at the Cooperative, Industry, and Trade Office of Bondowoso Regency; (3) two Wringin sub-district *tape* MSME owners; (4) two Tamanan sub-district MSME owners with batik and tofu businesses; and (5) two Bondowoso sub-district MSME owners with food businesses.

Observations were made of the behavior of the MSMEs in three sub-districts (Bondowoso, Wringin, and Tamanan) and at the Cooperative, Industry, and Trade Office of Bondowoso Regency. Researchers picked these sub-districts for numerous reasons. The district capital, Bondowoso sub-district, has several MSME transactions. Tamanan and Wringin sub-districts were picked because they produce the region's best MSME goods. Wringin makes tape and chips, whereas Tamanan makes batik and tofu. MSME business conduct is essential in the three sub-districts. Most still utilize tungku stoves and hand fermentation to create tapes. Some donated machines were unsuitable and broken. Traditional tape packaging uses besek or woven bamboo.

To examine MSMEs' refocused initiatives, the 2021 Work Plan for Changes of the Cooperative, Industry, and Trade Office of

**Table 1. Cooperative, Industry and Trade Office of Bondowoso Regency budget realization in 2021**

No	Program	2021 budget		
		Allocation (Rp million)	Realization (Rp million)	Remaining budget (Rp million)
1.	District Government Affairs Support Program	15,648,60	8,470.43	7,178.16
2.	Cooperative field program	621.57	615.94	5.62
3.	SME field program	6,477.60	6,207.93	269.66
4.	Trade Program	642.18	602.71	39.47
5.	Industry Program	5,592.40	5,312.97	279.42
	Total	28,982.36	21,210.00	7,772.35

Source: *Work Plan for Changes in the Cooperative, Industry and Trade Office of Bondowoso Regency, 2021*

Bondowoso Regency was reviewed (Dinas Koperasi, Perindustrian, 2021). According to the work plan, the Cooperative, Industry, and Trade Office of Bondowoso Regency's 2021 MSME program budget realization must have been much below expectations. The Bondowoso Regency's MSMEs' budget cannot be optimized. Table 1 offers information. The List of Allocation of Transfer Funds to Regions and Village Funds (TKDD) for East Java Province in 2021 shows that the central government's transfer budget to the regions is below 1 percent, which is too low to stimulate economic growth in productive sectors like MSMEs. Therefore, local government projects cannot be effectively executed. Additionally, teacher allowances and regular education funds are prioritized in non-physical and physical special allocation funds, respectively (Kementerian Keuangan Republik Indonesia, 2020).

Based on figure 1, for applying data analysis techniques using tools of Soft System Methodology (SSM), this technique is used to design a conceptual model of MSME facilitation and assistance policies, referring to quick wins as one of the principles of agile governance. This method has seven stages of analysis, including (1) problem situation considered problematic; (2) problem situation expressed; (3) root definitions of relevant purposeful activity systems; (4) conceptual model of the systematic; (5) comparison of models and the natural world;

(6) changes: systematically desirable culturally feasible; (7) action to improve the problem situation (Checkland & Poulter, 2006). Especially for the seventh stage, it is not applied in this study because, in this stage, it can be done when the action of the offered model has been applied in the real world.

## FINDINGS AND DISCUSSION

### *Problem Situation Considered Problematic*

The Bondowoso Regency Government has prioritized MSMEs from the start. Despite the COVID-19 epidemic, budget refocusing is narrowing the regional government's budgetary space. Thus, the government must be skilled at setting policies and fast at developing alternatives. The Vice Regent of Bondowoso said that this affects other planned programs:

*“Yes, because our budget is limited, we are refocusing on the handling of COVID for the health sector. But now, what Mr. Jokowi said between brakes and gas must be balanced so that we also with our fiscal limitations must try how we can be facilitated through central government fund and Provincial budget ” (interview result, 23 February 2022)*

This is also in line with the Head of the Cooperative, Industry, and Trade Office of Bondowoso Regency statement, which states that the COVID-19 pandemic requires

**Table 2. Details of TKDD in Bondowoso Regency in 2021**

No	Fund type	Total allocated for SME's	Total Fund
1	General Allocation Fund (DAU)	Rp 871,05 billion	Not clearly
2	Physical Assignment Special Allocation Fund	Rp 1 billion	Rp 157,15 billion (0.7 %)
3.	Non-Physical Special Allocation Fund	Rp 459,18 million	Rp 217, 18 billion (0.21 %)

Source: TKDD East Java Province, (2020)

the government to focus on handling the pandemic to find alternative financing programs that can continue to run:

*“We know there is CSR and there are promotional funds in each bank from that source. We invite you to gather them. Besides, we are also looking for a budget from the state budget. We do many training to increase the capacity of MSME actors from DAK (Special Allocation Fund).” (interview result, 14 March 2022)*

However, during the pandemic, the realization of programs that were changed or diverted due to budget refocusing resulted in the *tape*, batik, tofu (Bondowoso's flagship products) business centers in Wringin and Tamanan sub-districts as well as food MSMEs in Bondowoso sub-district not being able to sell their products and a decrease in income, requiring more facilitation and assistance from relevant agencies:

*“[Has your business participated in the government partnership program?] Not yet. But did you know that the government office has partnership with Indomart and Alfamart? I just heard.” (Tape MSME actor “K” in Wringin, interview result, 11 December 2021).*

*“During the pandemic, there was no assistance at all, so it was difficult to make raw materials for the cassava.” (Tape MSME actor “M” in Wringin, interview result, 11 December 2021)*

*“The difference is, before the pandemic, there were many orders, and during the*

*pandemic, there were fewer orders. The problem is that schools are on vacation, and there are no events like the Muharram Festival. Usually, there are many orders for such events.” (Batik MSME actor “E” in Tamanan, interview result, 8 October 2021)*

*“If the problem at the beginning of the pandemic was very influential because my employees were laid off. before the pandemic, I could spend 1500, but during the pandemic, only 700 *onde-onde seeds*” (Onde-Onde MSME actor “F” in Bondowoso, interview result, 12 December 2021).*

According to the Cooperative, Industry, and Trade Office of Bondowoso Regency, 39,970 SMEs got particular attention from the local government. Thus, MSMEs were empowered by MSMEs initiatives despite a budget shift. Because most of the money went to government issues, the budget performance was left quite a lot (see Table 1).

Due to the focus on COVID-19, the Cooperative, Industry, and Trade Office of Bondowoso Regency had to identify new funding sources. First, the central government's National Economic Recovery Program (PEN) revitalized the people's market. Second, the acquisition of physical Special Allocation Funds (DAK) to build PLUT (Integrated Business Service Center) and the MSME *tape kitchen* as a superior regional product in the Wringin sub-district, as explained by the Head of the Small and Medium Industry Division of the Cooperative, Industry, and Trade Office of Bondowoso Regency :

**Table 3. Differences in the number of MSMEs in 2021**

Statistics Agency of Bondowoso Regency	Cooperative, Industry and Trade Office of Bondowoso Regency	Cooperative, Small and Medium Enterprise Office of East Java Province	Online Data System (ODS)
20,651	39,970	459,559	173.392

Source: processed data

“To find the budget we have to go to the central government first. APBN becomes DAK transfers regional funds. This co-administration fund is then used to build a market. Indeed, for the physical development of the market it uses PEN funds from the APBN. This year, 6 billion for MSME's same trade is from PEN too.” (Head of the Small and Medium Industry Division, interview, 14 March 2022).

Interview findings and explanations related to the Transfer to Regions and Village Funds (TKDD) document. The Bondowoso Regency got various transfer funds in 2021, including general and special allocation funds for small and medium enterprises' physical assignments. However, as shown in Table 2, less than 1% of the physical and non-physical special allocation money went to MSMEs. In addition, 62% of non-physical special allocation monies go to teacher allowances and 22% to education (Kementerian Keuangan Republik Indonesia, 2020). It suggests that the central government needs to help MSMEs recover from the epidemic (Kementerian Koordinator Bidang Perekonomian, 2021).

The programs that were prepared were also carried out cross-cutting between government offices, such as the empowerment program for assisting MSMEs as the leading sector, namely the Cooperative, Industry, and Trade Office of Bondowoso Regency, such as quotes from interviews with the Vice Regent of Bondowoso.

“It has called SAKIP [Government Agency Performance Accountability System] so, the document must follow the RPJMD [Medium-term Development Plan] starting with the RKPD [Local Government Work Plan] after that, at the local gov-

ernment level (interview results, 23 February 2022).

Thus, government departments must collaborate, especially on projects. The Manpower Office's standard quality program, the Investment and One-Stop Service Office's licensing facility program, and the Ministry of Communication and Information's MSME digitization program with the Communication and Information Office of Bondowoso Regency. Additionally, MSME groups or business operators have complained about capital shortages. BPUM (Productive Micro Business Assistance), KUR (People's Business Credit), BST (Cash Social Assistance), BPNT (Non-cash Food Assistance), and others can help MSMEs with direct cash assistance.

However, MSME actors in Wringin, Tamanan, and Bondowoso report that the Investment and One-Stop Service Office of Bondowoso Regency is still difficult to use for business licensing:

“[For the business that you own, is it already labeled?] No, not yet. It means there is yet to be SIUP (Trade Business License)” (Tofu MSME actor “S”, interview result, 8 October 2021).

“No, not yet. That means there is no SIUP (Trade Business License) yet.” (Salted Egg MSME actor “A” in Bondowoso, interview result, 12 December 2021).

The service has few employees. The Cooperative, Industry, and Trade Office of Bondowoso Regency reports that the Micro Business Division has six members, and the Industry Division has nine. Bondowoso Regency has over 30,000 MSMEs. Regional

**Table 4. Crystallization matrix of the problem situation**

Macro problem situation	Problem situation	Scope	Classification	Crystallization
The economy of Bondowoso Regency which is weak and sluggish due to the COVID-19 pandemic	1 There is a budget refocusing carried out by the Bondowoso Regency Government.	Problems within the government	Budget	The complexity of bureaucratic problems
	2 Changes in the budget have a more significant portion of operational spending than focusing on MSMEs.			
	3 There is a limited number and capacity of the apparatus.		HR Management	
	4 Collaboration between agencies is not optimal yet		Synergy between agencies	
	5 Unfinished MSME data in Bondowoso Regency		Data Management	
	6 The government has not widely used management information systems (IT)		IT Management	

Source: processed data

policy training was scarce for staff. However, program implementation methods have been improved. The Bondowoso Regency Cooperative, Industry, and Trade Office's Small and Medium Industry Division Head stated:

*“Talking about ASN is difficult. Ideally how much is needed if most of them are idle. But now, on the other hand, they need more human resources. So, the employees, this weekend, sometimes they still work because now there is WhatsApp, so the work is more flexible work. Moreover, we are direct supervisors of MSMEs. The MSME actors do not know the official working hour [but] they are contacted 24 hours.” (Head of the Small and Medium Industry Division, interview results, 14 March 2022).*

MSMEs data accuracy is another concern. MSMEs in Bondowoso Regency need to be counted. To get the latest information, names, and addresses must be collected. The Online Data System (ODS) from the Minister for Cooperative Small and Medium Enterprises, the Statistics Agency of Bondowoso Regency, the Cooperative, Industry, and Trade Office, and the Cooperative, Small, and Medium Enterprise Office of East Java

Province has different MSMEs counts (Table 3).

The Minister for Cooperative Small and Medium Enterprises' ODS has complete data based on names and addresses, but it is not used in local government MSME policies and programs. Thus, the MSME data ambiguity must be resolved.

Bondowoso Regency's Cooperative, Industry, and Trade Office uses the triple helix approach to boost the local economy. This partnership needs a widely adaptable and understandable IT infrastructure. The Cooperative, Industry, and Trade Office of Bondowoso Regency has an application named SI JEPRAK (Information System for People's Market Network). However, it needs to be actively maintained. Otherwise, it could be more beneficial and requires updating.

After searching the google play store, the SI JEPRAK application managed by the Cooperative, Industry, and Trade Office of Bondowoso Regency was no longer available. Likewise, the office's social media Instagram (@diskoperindagbws), which is supposed to help promote local MSME products, is no longer active, even though the last post was in April 2022.



**Table 5. Definition of the complexity of bureaucratic problems for SMEs**

No	Component Problem System Definition	Result of Problem System Definition
1	Client/party who benefits or is harmed.	Most of MSME actors in Bondowoso Regency, specifically those in Wringin District, Tamanan District, and Bondowoso District are harmed by implementing poorly-targeted government programs, which could be more optimal and informative. In addition, the COVID-19 pandemic has resulted in MSMEs looking for alternative businesses to survive.
2	Actors are the parties who will carry out the activity.	<ol style="list-style-type: none"> <li>1. The main elements: The Government of Bondowoso Regency, especially the Cooperative, Industry, and Trade Office of Bondowoso Regency, is the leading actor in the MSME sector and runs the MSME empowerment and development program by Bondowoso Regent Regulation No. 131 the Year 2021</li> <li>2. Supporting elements: The Central Government has issued a package of economic policies during the pandemic, such as the National Economic Recovery Program (PEN), which is specifically targeted at MSMEs such as BPUM (Productive Micro Business Assistance) and through DAU/DAK, and the Provincial Government, which also provides facilitation and assistance for MSMEs affected by the pandemic.</li> </ol>
3	The transformation process is an activity that converts inputs into outputs.	A policy model based on quick wins to improve organizational capacity is intended to accelerate and adapt bureaucratic processes that have been less transparent and rigid. Consequently, MSMEs benefit very little from government programs. Therefore, a quick wins-based bureaucratic management pattern oriented towards maximum results is needed along with encouragement to innovate (Luna, 2015)
4	Worldview or perspective on reality is how various parties understand the existing reality.	The understanding of the Government of Bondowoso Regency on the problems of MSME actors during the pandemic is currently primarily applied in a top-down manner so that it does not accommodate the demands of MSMEs and also the dynamic development of the times. Consequently, both the culture and values of public organizations must also change.
5	Owners is a who can stop the transformation.	The Regional Head of the Bondowoso Regency Government is the leader and the top person in charge of all policies and programs, especially MSMEs
6	Environmental constraints or barriers are obstacles from outside elements (environment) that cannot be avoided.	<ol style="list-style-type: none"> <li>1. Limited budget and does not focus on the MSME sector with a more significant portion,</li> <li>2. Organizational management has not been running optimally due to a shortage of human resources and work patterns that have not taken advantage of technology,</li> <li>3. Rules that still do not exist about MSMEs,</li> <li>4. The bureaucracy still needs to be more flexible and slower, so it hampers the program realization process.</li> </ol>
<p><b>Root Definitions</b>                      A bureaucratic managerial pattern regarding the implementation of MSME facilitation/assistance policies for the creation of a fast and responsive bureaucratic process for all MSMEs (P) based on quick wins (Q) in order to realize a management process accompanied by encouragement to obtain maximum results and impact (R)</p>		

Source: processed data

*Problem Situation Expressed*

The researcher organized the issue scenario using process data. Thus, the first-

stage difficulty condition may be divided into numerous vital issues. This investigation found six unstructured issue scenarios that were linked and complicated. It will fo-

cus on Bondowoso Regency's economic slump during the epidemic. The informal, productive sector—MSMEs—has performed poorly. Stage 1 data shows that the local administration has not adequately addressed this problem. "The complexity of bureaucratic problems that are less adaptive to the situation of MSME problems" is then segmented into six groups.

Based on the table 4, it can be seen that the problem crystallization that finally emerged from the problem situation described relates to the complexity of bureaucratic problems that are less adaptive to MSME issues. The lack of adaptiveness of the bureaucracy is due to the existence of a less flexible budget, human resource management that lacks qualified capacity, lack of collaboration between departments, inaccurate data management, and the use of IT that has yet to be maximized. Consequently, it is necessary to overcome these bureaucratic problems at the local government level to favor MSME issues.

#### *Root Definitions of Relevant Purposeful Activity Systems*

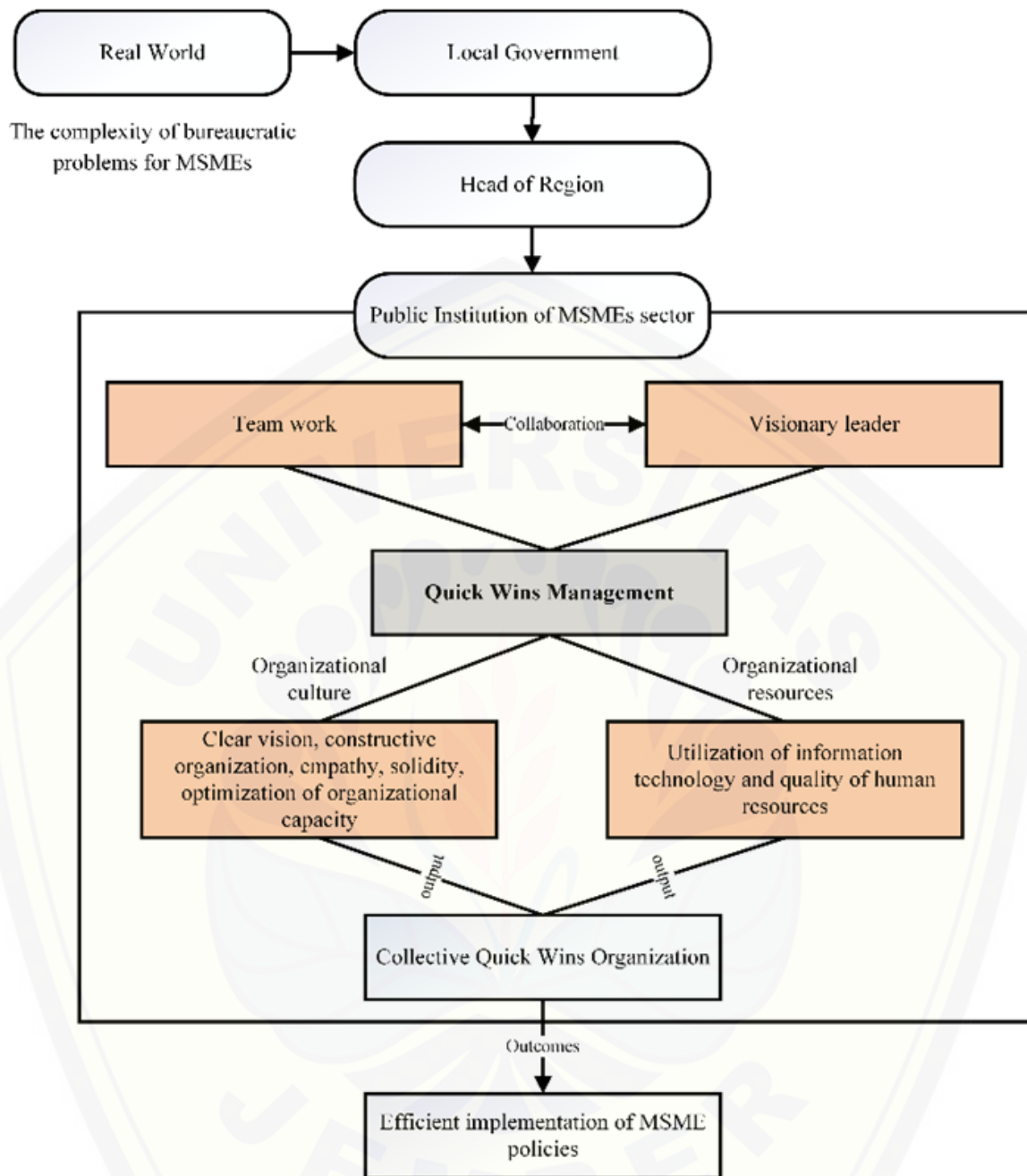
This stage defines the problem to provide a more detailed understanding of the problem situation that the researcher has crystallized. Through SSM, the problem is defined using the Customer, Actors, Transformation Process, Worldview, Owner, Environmental Constraints (CATWOE) tool (Checkland & Poulter, 2006, 2020). Based on the second stage, the main problem situation in the facilitation and assistance policies of MSMEs in the Bondowoso Regency is the complexity of bureaucratic problems.

There is one main element and two supporting elements that act as actors, among others: (1) the main element is the Government of Bondowoso Regency through the Cooperative, Industry, and Trade Office of Bondowoso Regency as the agency in charge of MSME issues; and (2) the supporting elements are the central government through related ministries as macro policymakers and the provincial government function in coordinating programs made by the central government with the local government (see Table 5).

Based on the two elements of actors described, making the management process runs quickly without any bureaucratic barriers hindering the organizational transformation process requires realizing a transformation process in the form of a model that can change the organization to be more agile and adaptive. Therefore, an organizational model based on quick wins can help the transformation process of organizational management to be faster, more adaptive, and more oriented toward maximum results.

Worldview is an understanding of how the main actors can understand the existing reality through the Government of Bondowoso Regency's strong commitment to the MSME problem. So far, the model implemented tends to be top-down, in which the dominance of large authorities in policy implementation means they need help understanding the reality on the ground (Kartiko & Anantanyu, 2022). In addition, the development of information technology and social dynamics is a reality that must be understood by the actors so that management work patterns are not rigid and bureaucratic (Risnawan, 2018). Therefore, the owner, the actor with authority over the transformation process, namely the Regional Head, must always encourage their office or apparatus to be adaptive in implementing policies and programs for MSMEs.

Meanwhile, in terms of environmental constraints, the local government is faced with a limited budget. The Government of Bondowoso Regency budgeted that in 2022, the expenditure will be Rp1.97 billion. It is greater than the revenue post that will be obtained, amounting to Rp1.92 billion. From this difference, it is assumed that the Government of Bondowoso Regency's budget in 2022 will have a deficit of Rp46 million (Pemerintah Kabupaten Bondowoso, 2021). In addition, based on the interviews and observations of researchers at the Cooperative, Industry, and Trade Office of Bondowoso Regency, the number of human resources still needs to be increased. Particularly since the Micro Business Division only has six personnel while the Industry Division has nine personnel. The lack of personnel is contrasted with the workload of handling for more than 30,000 MSMEs in Bondowoso Regency. Moreover, management work pat-



**Figure 2. Conceptual model of quick wins bureaucratic management for local government**

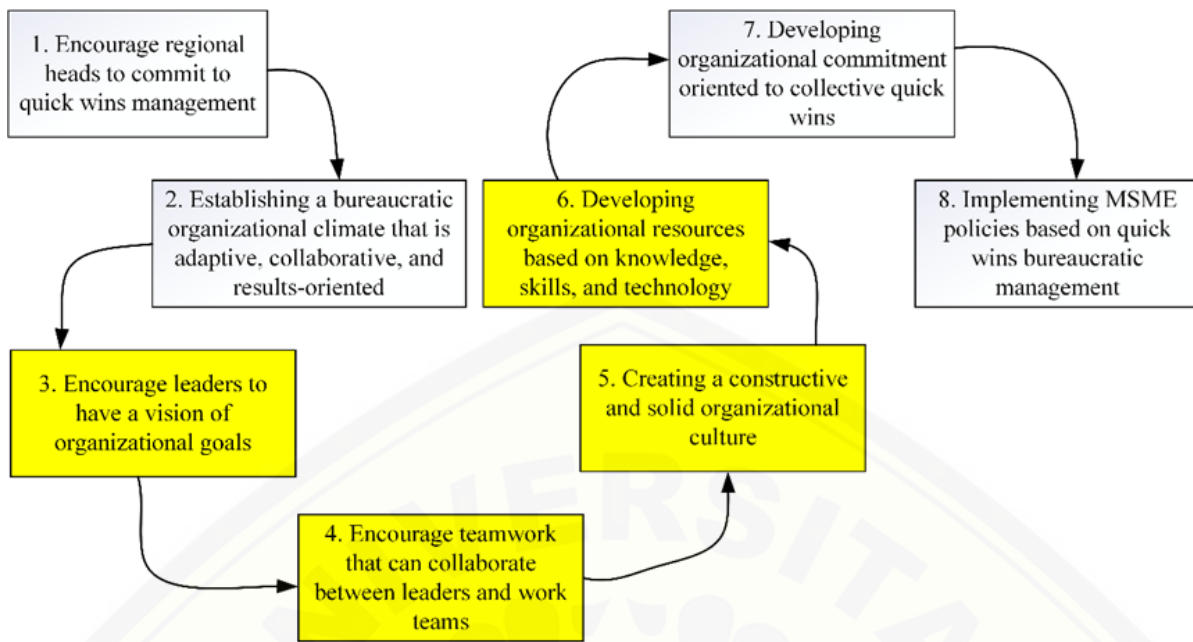
*Source: processed data*

terns still seem rigid and bureaucratic, so there is little possibility of developing one's capacity to be more innovative. Additionally, the prevailing regulations need to include things that make the work patterns of public organizations open and agile.

*The Systematic Conceptual Model*

The conceptual model is a change in

the thought process from what has been explained in the second stage, namely the root definition. This model is formed using a proper system concept perspective which explains the real problems experienced and efforts to solve the problem by utilizing the system framework thinking (Checkland & Poulter, 2006, 2020). The main problem definition is the complexity of bureaucratic problems. The conceptual model explained



**Figure 3. Activity model of quick wins bureaucratic management for local government**

*Source: processed data*

in this stage is the quick wins bureaucratic management model for local government. Based on the problem, there needs to be action that can overcome this through action. These actions include the process of organizational transformation into a new management process based on one of the agile principles of governance, namely quick wins (Luna, 2015).

The problem situation experienced by MSME business actors is quite complex. Based on the results of the second stage of the researcher's root definitions, there are several problems that MSMEs face, especially during the COVID-19 pandemic, namely problems with partnerships, capital, business promotion, production facilities, production raw materials, utilization of information technology, and financial and business management. The whole type of problem situation is related to the bureaucratic process in the Cooperative, Industry, and Trade Office of Bondowoso Regency as the leading actor that manage the MSME sector at the time of decentralization or the process of delegating authority from the center to the region (Ong & Fritzen, 1983).

Decentralization is an essential part of a process approach to development that re-

lies primarily on self-reliance by local communities and local governments. The goal is to accelerate development, break down bureaucratic barriers that arise from centralized government planning and management, and participate more effectively in the economy (Ong & Fritzen, 1983). There is a division of decentralization into administrative decentralization, which forms deconcentration in the structure of the central government and its bureaucracy, and the authoritative delegation of the central government to regional government leaders to carry out functions according to the arrangements in the laws and regulations (Ong & Fritzen, 1983). Thus, the regional head, as a local leader, has a significant and authoritative role as an actor who controls the regional government.

Conyers (1983) stated that decentralization through devolution means that the central government legally mandates the regional governments to carry out the functions of public service affairs, including the affairs of MSMEs (Zarmaili, 2017). Government institutions conduct these affairs within the scope of the regional government to carry out development functions in the MSME sector. However, implementing an efficient policy is always hampered by the complexi-

**Table 6. Comparison matrix between the conceptual model and the definition of the complexity of bureaucratic problems**

Activity Model	How to do	by whom	Real World	Feedback Improvements/ changes
Model of Quick Wins Bureaucratic Management for Local Government	Having a visionary leader	Administration at the local level, i.e., the top leader in the region or office	Existing leaders have vital innovation but have few implications for organizational achievement and change, especially in HR, data, and technology management processes.	It takes a visionary leader who has the competence and can (1) visualize, (2) futuristic thinking, (3) show foresight, (4) proactive planning, (5) creative thinking, (6) take risks, (7) process alignment, (8) coalition building, (9) continuous learning, (10) embracing change.
	Encouraging collaborative work patterns between teamwork and leaders	Regional administrators and those in charge of subordinate offices and agencies are examples of local government organs.	Coordination processes and rigid bureaucratic work patterns make it difficult for organizations to develop, innovate, and be creative in policy management.	Expansion and strengthening of collaborative work patterns between visionary leaders and organizational teamwork can improve organizational performance and quality.
	Strengthening organizational culture and resources	Regional government and their subordinates in the local government's supporting agencies and offices.	Organizational work patterns require a large budget and organizational capacity that still needs to be embedded at the level of implementing policies so that things such as a shortage of apparatus quantity accompanied by a large workload can result in an efficient organization.	Building an organizational culture that can collaborate with the team, has a clear vision, develops constructive relationships, shows empathy between internal members of the organization, plays a direct role in developing team capabilities, and can unite everyone in the organization can achieve maximum results and organizational resources that encourage human resource capabilities and the use of information technology.

Source: processed data

ty of bureaucratic problems in public organizations. These problems include budget constraints, lack of adaptability to information management, and minimal capacity building and human resource development for the apparatus. To minimize rigid bureaucratic barriers and create efficient policy implementation patterns, forming an ecosystem based on quick wins is essential as an element that supports each other so that they can facilitate the achievement of maximum results. Therefore, in quick wins manage-

ment, collective quick wins takes real action to achieve maximum results (Van Buren & Safferstone, 2009).

Collective quick wins are achieved through collaboration between the team and its leader. Symbolic actions on behalf of the team do not count, no matter how well-known they are. The team must make an honest and direct contribution. Teams must be flexible enough to adapt to cooperative work settings where goals are achieved through collaboration and social interde-

pendence (Dhurup et al., 2016). In the context of implementing policies for MSMEs, teamwork is a situation where the apparatus can work interdependently to achieve goals in which they share responsibilities—the importance of reforming public organizations that have a strong belief in the power of teamwork. Organizations can deliver maximum measurable results by embracing cooperative arrangements with teams (Safitri et al., 2021).

The solidity of the built teamwork is related to the behavior of the organization's leader. As a result, the importance of collaboration between leaders and close teamwork so that the risk of failure can be anticipated early (Hendriani, 2020). As a result, visionary leaders are needed as organizational catalysts and encourage the achievement of organizational goals. According to Brown (2003), the skills that a visionary leader must possess include (1) visualizing, (2) futuristic thinking, (3) showing foresight, (4) proactive planning, (5) creative thinking, (6) taking risks, (7) process alignment, (8) coalition building, (9) continuous learning, (10) embracing change (Sukriadi, 2018).

The quick wins management process is used for more measurable results in the short-term and long-term processes. It focuses on issues that can accelerate organizational achievements (Luna et al., 2016). In the management process, quick wins will be successful when organizational culture and resources perform each element or process. Most leaders who can realize a quick-wins organizational culture can collaborate with their teams, have a clear vision, develop constructive relationships, show empathy among internal members of the organization, play a direct role in developing team capabilities, and can unite everyone in the organization to achieve goals—maximum results through quick wins (Van Buren & Safferstone, 2009).

Furthermore, in organizational resource management, quick wins can be achieved when the organization can develop its human resource capabilities to carry out its duties and responsibilities based on the knowledge gained and its readiness to do work, also in terms of mastering information technology (Suharto, 2012). In addition, the

use of technology affects the achievement of quick wins because its more focused on maximum results orientation, and the use of technology impacts the ease and efficiency of time and organizational costs (Trihapsoro & Setiawati, 2015).

Both organizational culture and resources that are based on quick wins can achieve a collective quick wins organization, meaning that organizational goals are achieved with the drive to achieve measurable results together through a collaboration between teams and leaders. Also, the culture and organizational resources are quick wins. As a result, it can have implications for public sector institutional management related to the MSME sector in terms of implementing policies effectively and efficiently. Consequently, MSMEs have a role as recipients of policy programs from related agencies based on quick wins management pattern that is fast and oriented towards encouragement to achieve maximum results and impact.

Conceptually, the quick wins bureaucratic management model for local government can be visualized in Figure 2. In its application to the objective bureaucratic management process, the activity model of the quick wins bureaucratic management for local government can be illustrated in figure 3.

### *Comparison of Models and Real World*

This stage is carried out to compare the problems that exist in the field (real world) with the system thinking offered to solve existing problems (Checkland & Poulter, 2006, 2020). Table 6 compares the conceptual model and the problem situation in the field. It provides alternatives that local governments can implement in implementing quick wins actions within the framework of the bureaucratic management model have three main elements. First, a visionary leader, be it the regional head or related regional agencies. Quick wins agile governance emphasizes the management drive to obtain maximum results and impact on the organization (Luna et al., 2014; Luna, 2015). Thus, visionary leaders are needed to move the wheels of organizations and bureaucracies that tend to be rigid toward being agile and adaptive. Leadership is based on responsive

personal and interpersonal skills (Corbie et al., 2022), so the character of a visionary leader includes ten points, namely: being able to visualize the picture and needs of the community and organization; having future-oriented thinking about the MSME programs; having proactive planning and creativity in the management process so that every action is measurable, clear, and has an impact; daring to take risks on what is a complicated problem situation for MSMEs; building management processes that are aligned with the vision and mission of the organization (process alignment); while coalition building with internal management and stakeholders; and being able to embrace change to adjust to the social dynamics that occur; and becoming a leader who is continually learning about what is lacking in personal and interpersonal skills (Sanusi & Sutikno, 2009; Sukriadi, 2018).

Second, in quick wins management, agile governance leads to teamwork instead of structural bureaucratic hierarchies (Van Buren & Safferstone, 2009), so that teams are formed to create equal and cooperative organizational patterns between members and leaders in the agency or local government scope (Dhurup et al., 2016). Thus, in these local agencies, building a solid team and working adaptively to find solutions to MSME problems that are applied to the daily work patterns of leaders and local agency apparatus is necessary.

Third, quick wins require adaptation from the organization so that results can be measured in the short and long term, which can be obtained if the organization can create a culture and optimize its resources to be more sensitive to social dynamics (Luna et al., 2016; Schwab, 2016). The organizational culture of quick wins has collaborative values, a clear vision, constructive relationships between teams, empathy between internal management or external MSMEs, plays a direct role in team performance patterns, and has solidarity to achieve maximum results (Van Buren & Safferstone, 2009). Meanwhile, human or organizational resources are optimized by paying attention to the results and implications obtained when reducing costs (Trihapsoro & Setiawati, 2015). Local governments can implement these three solutions as a conceptual step

towards a quick-wins model to overcome complex MSME problem situations.

#### *Changes: Systematically Desirable Culturally Feasible*

This stage focuses on making the transformation process from the conceptual model that has been prepared based on the results of defining the problem situation that has been carried out. Furthermore, it will create a model based on the expectations of various parties, namely the formulation of a desirable theoretical concept and followed up as an action that can be feasibly taken (Checkland & Poulter, 2006, 2020).

The model relates to the three elements that drive the internal system of public organizations in the MSME sector with a quick wins bureaucratic management model for local governments, namely visionary leaders, collaborative work patterns between teamwork and leaders, and organizational culture and resources, particularly in the local government agencies or the Cooperative, Industry, and Trade Office. The formation of a visionary leader departs from the ideals of an organization with achievements that have significant implications for the community, so leaders who can plan, coordinate, organize, and implement policy programs optimally are needed. In its application, a visionary leader can promote employees' motivation, appreciate their work, help with various problems experienced by them, optimize their skills for organizational goals and become a role model for the employees (Juhana & Ambarsari, 2012). In particular, organizational culture and optimization of organizational resources must be encouraged to clarify vision, organizational constructivism, optimization of team expertise, and fairness. It is in line with encouraging the use of technology and increasing the capacity of the apparatus to be better at the level of organizational resources. After the culture is created and organizational resources are met, the collaboration between work teams and leaders is essential to achieve organizational goals.

Therefore, based on the conditions of the problem situation (real world) and the conceptual model that has been formed, then a visionary leader, collaboration between

teamwork and leaders, and the existence of culture and organizational resources will considerably have implications for the transformation process of solving the complexity of bureaucratic problems in the MSME sector based on quick wins.

## CONCLUSION

A supportive bureaucratic ecosystem and internal management are necessary to start a bureaucratic reform strategy and the first step in putting a policy into practice that is simple and quick. The quick wins bureaucratic management model has three elements that drive the internal ecosystem of public organizations: visionary leaders, collaborative work patterns between teams and leaders, and organizational culture and resources. Visionary leaders start from a big vision and mission of realizing organizational performance that positively impacts the bureaucratic system and society. Collaboration between work teams and leaders supported by adequate organizational resources can create an adaptive, collaborative, and constructive organizational culture within public organizations. These elements can reconstruct how government management thinks to be adaptive and agile, especially for the bureaucratic management of MSME policies at the local government level. Finally, this research has limitations, namely that it was only conducted at the local government level and regarding the concept of quick wins agile governance. In the future, it is hoped that there will be more holistic research covering the context in the central to village governments to see the extent of readiness for the implementation of agile governance in Indonesia, especially in the scope of MSME policies.

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