

CHAPTER I

INTRODUCTION

1.1. Background

Adaptive government bureaucracy forms an important requirement in the future of innovative disruption, so the current bureaucracy can be adaptive to any situation. Adaptive bureaucracy is needed in supporting agile government because this adaptive bureaucracy can make it look more efficient. The higher the competitiveness exists in the disruptive era, the more changes occur, especially in competitiveness in increasingly sophisticated technology so that the bureaucratic system quickly changes various public services into more sophisticated and effective technology (Arman et al., 2019).

The term "adaptive" refers to the ability to quickly respond to the growing needs, expectations, and ambitions of the people being served. Adaptive bureaucracy is an organizational administrative structure that acts as a government administrator and immediately serves the community by adjusting the circumstances or demands of carrying out daily work in a timely, hierarchical fashion, and in accordance with the rules drawn up by experts (Kusumawati, 2017). Adaptive bureaucracy also has something that is sustainable with the agile government model because an agile

government really needs an adaptive bureaucracy that has many advantages when there are uncertain changes.

Agile Government is a flexible, creative, receptive and change-aware concept. Then, the idea of agile leadership emerged as a very important catalyst in inspiring people to try new things in Agile Government. Morrison (2019) defines formalized Agile government must adapt to a flexible bureaucracy so that it can quickly adapt to be faster, more creative, and efficient. Also more responsive to the challenges and needs of an ever-evolving society (Morrison, 2019).

Agile Government encourages governments to make long-term changes and adaptations to ensure that regulations, laws, compliance, and government programs seek to meet and predict people's needs. It is also undeniable that moreover, an agile government encourages the administration of government affairs to be concerned with ethics; ethics is an important aspect that must be upheld and observed. Through this ethical process, public trust is maintained, and the best public services are provided in accordance with the principles of good governance through the ethical competence of civil servants (Jaiyen et al., 2020).

Adaptation of the bureaucracy for the government is to deal with complex issues in a dynamic climate. In an agile government, the government must also be adaptive and flexible in using information technology. In practice, agile government shows four distinctive characteristics, namely flexibility, tactical adaptation, results-oriented

management, and management that anticipate potential problems(Janssen & van der Voort, 2020).

Adaptive bureaucracy and agile government models certainly have the goal of making good governance better. The concept of "good governance" refers to the process of managing a company to achieve its goals using the principles of good governance(Widjajanti & Sugiyanto, 2015). Although good governance has been carried out, it is still considered incompetent, especially in local governments whose authority to maintain through decentralization is often questioned.

The government, on the other hand, must change itself from being non-transparent to being a safe and accountable government. Good governance is also a demand of the transformation to digital governance. Digital governance (e-governments) in developing countries faces many challenges and obstacles, but there is still some progress, including some critical values, such as user orientation, trust, efficiency, and openness in the public and private sectors, and sustainability. By leveraging information technology in all governments, work has made it easier and faster to serve and drive progress. This is known as the concept of e-government. This concept requires government officials to adopt new work methods in the service system(Garad & Qamari, 2021).

According to the report "E-Government Survey 2020", Only with the speed of integration of the Electronic-Based Governance System, Indonesia is 88th out of 193 countries (SPBE). This shows that digital

technology for service delivery still needs to be improved and made more significant. All states are concerned about the introduction of an electronic-based governance framework (SPBE). In terms of other ASEAN countries, Indonesia is far behind. The SPBE index is calculated by considering several factors, including the reach and caliber of digital government services, the state of digital infrastructure growth, and the competence of human resources in the operation of e-government services(Sukarsa et al., 2020).

The transformation that has taken place in government in Indonesia is a necessary transformation for development and to "keep up with the rising trend" in e-government, any attempt for transformation at any country level will be a huge task. All transformations that are visible really need adaptive and agile governance when viewed from development planning. The method of formulating decisions from various alternatives is central to development planning. Data and factual knowledge are used in the planning phase, and then serve as a source for determining the objectives to be met. The goal is to improve people's lives, which can be realized by following a proper, observable, and timely development planning and implementation process. Top-down and bottom-up planning are two ways to plan(Batara et al., 2017).

Planning is an important step in the planning process because in reality, the development, that will be taken, can face various challenges from the implementation side, the community as the target, and from

outside. Planning must be carried out as a crucial step in the construction phase to mitigate the effects of challenges(Sugiarto & Mutiarin, 2017).

In the context of governance, THE Law Number 25 of 2004 concerning the National Development Planning System and THE Law Number 23 of 2014 concerning Regional Government dictate that as part of the National Development Planning System, local governments are required to make regional development planning documents (SPPN). The National Development Planning System (SPPN) consists of three components: Regional Long-Term Development Plans (RPJPD), Regional Medium-Term Development Plans (RPJMD), and Annual Development Plans or Local Government Work Plans (RKPD) (Saleh, 2018).

The planning period of the Regional Long-Term Development Plan (RPJPD) is for a period of 20 years, the Regional Medium-Term Development Plan (RPJMD) for a period of 5 (five) years, and the Regional Government Work Plan (RKPD) for a period of 1 (one) year, included in the regional development planning document. The RKPD is explained by THE Law Number 23 of 2014 concerning Regional Government as a summary of the RPJMD which includes the regional economic structure scheme, regional development objectives, as well as project plans and budgets for a one-year period, all of which are based on the Government Work Plan and the developed national scheme program by the Central Government(Pemerintah Republik Indonesia, 2014).

In making the RKPD, one must think of an adaptive and agile plan, so it can support good governance and not be left behind by using IT or digital concepts that follow developments as well as uncertain changes in this disruptive era.

This study selected Riau province because the concept of e-government/digital government has been carried out by the Riau Provincial Government itself since 2009 until now, when viewed from the digital development of Riau Province, Riau province still not very able to adapt, the inability to adapt to global trends will bring the people of Riau into the digital divide, namely isolation from global developments because they are not able to utilize information.

Based on the explanation of the background, the writer is interested in researching and discussing "Design Adaptive Bureaucracy in the Agile Government Model in Riau Province", based on the case study of the 2022 RKPD development planning. Moreover, it is because the initial draft of the Riau Province RKPD 2022 has been formulated and held on Wednesday, February 10. 2021 led by the Governor of Riau.

1.2. Problem Formulation

The formulation of the problem in the form of research questions is as follows, based on the definitions and interpretations given in the above context:

1. How is the adaptive bureaucracy design within the agile government model in the information technology-based RKPD annual development planning in Riau Province?
2. What are the factors forming the Adaptive Bureaucracy within the agile government model in the information technology-based RKPD annual development planning in Riau Province?

1.3. Research Objectives

Based on the formulation of the problem, the objectives of this research are:

- a. To understand how the adaptive bureaucracy in the Local Government Work Plan follows the agile government model in Riau Province in IT or digitally.
- b. To find out the factors forming the Adaptive Bureaucracy in the agile government model in the information technology-based RKPD annual development planning in Riau Province.

1.4. Benefits of Research

1.4.1 Theoretical benefits

The existence of this research theoretically is expected to provide benefits in the form of:

- a. helping readers understand more information about adaptive bureaucracy in this disruptive era
- b. giving positive methods from various information in the form of government responsiveness in this study

1.4.2 Practical benefits

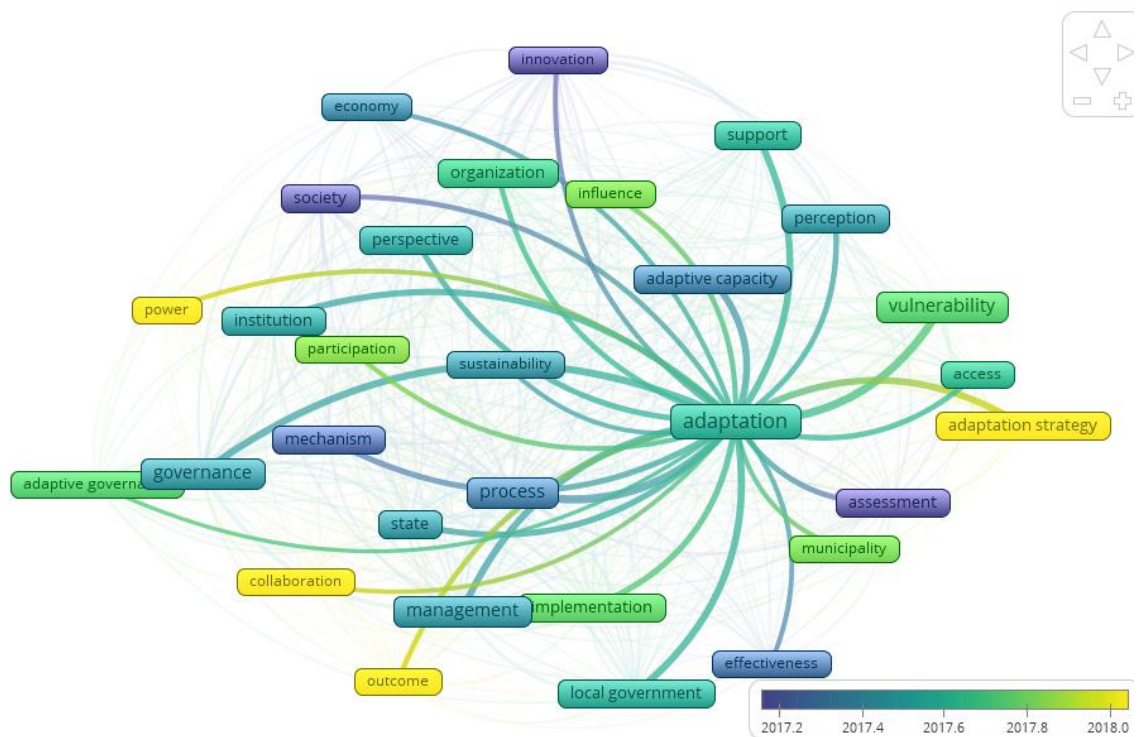
The existence of this research is practically expected to provide benefits in the form of:

- a. Being able to convey its own enthusiasm from various parties, especially being able to provide criticism and suggestions on research on adaptive bureaucratic design in the agile government model in the Riau Province RKPD.
- b. a reference for the government, especially the Riau provincial government in forming an adaptive bureaucracy to realize an agile government model.

1.5 LITERATURE REVIEW

1.5.1 Adaptive Bureaucracy

Figure 1.5.1 Visualization of Previous Research Networks Related to Adaptive Bureaucracy in Agile Government Model



Source: VOSViewer processed data

Figure 1.5.1 conveys the overall outline of the network of previous studies related to adaptive bureaucracy in the agile government model, where some of those network units are defined by default color dissimilarity. Moreover, Figure 1.5.1 above shows four different colors. First, the purple color refers to three word

items, namely "innovation", "society", "assessment" which was in early 2017. Then, 1 dark blue and 2 light blue show the word items "mechanism" and "adaptive capacity" and "process" which was in the quarter of 2017. Furthermore, the default color is dark green with the items "state", "governance", "management", "institution", "perspective", "sustainability", "adaptation", "local government", and "access ". The dark green color is more dominant in words, and the level of study in mid-2017 is the discussion that is most often used as research. the default color is light green with the items "adaptive governance", "implementation", "municipality", "participation", "influence", "vulnerability" which is at the end of 2017. Finally, the yellow color with the item "power", "collaboration", "outcome", "adaptation strategy". Thus, the studies related to adaptive (adaptation) bureaucracy in the agile government model are significant studies to be explored more widely coupled with empirical cases where each region has dissimilarity with one another.

Based on the Research from Janssen and Van der voort (2020), It contains the adaptive bureaucracy in the agile government model; the description of agile is mainly related to the speed of response in certain structures, adaptively implies system level changes throughout the government. Existing institutional structures and tools can allow for adaptability and agility, which

can be a free approach. However, agile sometimes goes against adaptability. The analysis points to the paradoxical nature of adaptive governance. Indeed, successful adaptive governance calls for a healthy speed of decision and analysis, both for centralized and decentralized decision-making, for both innovation and bureaucracy, and for science and politics(Janssen & van der Voort, 2020). The article by Hayter and Link (2020) discussing adaptive capabilities - inter-organizational governance mechanisms - and operational aspects such as objectives, scope, temporal factors and partner capabilities are critical to program evolution and impact(Hayter & Link, 2020).

Further discussion is in the book from Torabi (2018) which focuses on adaptive governance on carbon agriculture policies, different perspectives involved in biodiversity management and biodiversity sequestration projects in Australia, working to achieve adaptive governance in carbon agriculture. It examines not only the motivations of landowners, but also the challenges of integrating forest biodiversity into agricultural landscapes. By drawing on the contrasts between science and policy stakeholder views on carbon agriculture and the practical challenges of achieving adaptive governance, this book examined the significant gaps between theory and practice encountered in this field of study. This book suggested ways to increase the decision-making capacity of

government officials, and policymakers involved in managing carbon and biodiversity markets, also introduces measures to promote adaptive governance by engaging landowners in more effective land conservation. Climate change is an urgent issue on the global political agenda, and this book makes an important contribution to the ongoing debate(Torabi, 2018).

The topic of discussion related to adaptive governance in research centers on proposing a conceptual framework of the necessary conditions under which decentralization can lead to adaptive governance. We thus consider two different forms in the context of multi-level democratic governance: central and local government. Based on the previous findings that local governments are more sensitive to democratic influences than central ones, we show that decentralization may hinder the adaptation process if the policies under consideration embody the politics of entrepreneurship (i.e., if adaptation results in widely distributed benefits but narrowly concentrated costs). To support the analysis, the researcher use the example of the recent resurgence of the sharing economy and present qualitative evidence showing that higher level government (central or federal) is relatively more profitable for such sharing services than lower level government (local or municipal)(Hong & Lee, 2018).

The research focuses on adaptive governance that seeks to address complex and difficult policy issues. Due to the extreme political upheaval wrought by the Trump administration dismantling the federal climate change program, many states and local governments are considering new policy approaches. However, by ignoring important aspects of politics and intergovernmental relations, the adaptive governance literature provides little guidance on these substantial issues. This paper introduces the concept of strategic adaptive governance, a framework to allow policy makers in achieving the highest level of compliance possible under existing conditions and constraints involving state and local policies, despite political upheaval. The strategic adaptive governance model embraces politics, takes into account the role of central authorities, and emphasizes the motivations, resources, and interdependencies of affected parties. They find that AB 32 aligns moderately with strategic adaptive governance, and discusses how the model can help protect and increase policy benefits. More broadly, a strategic adaptive governance provides a generic and universal framework for policy makers interested in the tactical formulation of any regulatory policy(Armstrong & Kamieniecki, 2017).

Schlosberg's research with other researchers has an objective in which concerns with equity are central. When thinking

about adaptation, that is not only resilient, public, engaging, and transformative. Theoretically, the intersection of adaptation, transformation, and environmental and climate justice is examined, before exploring the specific concerns and normative foundations for adaptation policies articulated by local governments, environmental groups and local people who are involved in adaptation planning in Australia. While, Deliberation in adaptation planning can address equitable concerns and constitute transformational practice(Schlosberg et al., 2017).

White conducted research related to adaptive patterns. This research focuses on the global economy that has performed very poorly since the crisis in 2008. This study argues that easy monetary policy has actually worsened the economic outlook to date, based on a fundamental and ontological error. Economics is not a machine that can be understood and controlled as conventional macroeconomic theory assumes. In contrast, the economy is a complex and adaptive system, like many others in nature and society, where policies can have significant and unintended consequences. Among the unintended consequences of easy monetary policy to date are a significant increase in the level of non-financial debt, the threat of greater financial instability and a reduction in the potential growth rate. The risk posed by these unintended consequences implies that the government, not the

central bank, should ultimately be held accountable for resolving the crisis. Embracing complexity also leads to many practical suggestions on how monetary policy might be better pursued in the future(White, 2017).

The focal point of the research discussion by Chikozho and Mapedza is that People's governance through collective action remains an ongoing challenge in many rural areas of Africa. In this paper, they articulate how resource and tenure governance systems have influenced canal management on the Barotse floodplain in Zambia. They draw from community-based natural resource management and socio-ecological resilience theory to dismantle the role of governance in enabling collective action for the management of public pool resources. Their analysis establishes that it is not only the maintenance of physical infrastructure that is important in regulating equity and ensuring socio-ecological resilience, but also the sustenance of collective action among key users and actors. However, when various uncoordinated national and local institutional structures are active at the local level. The ownership of resources is contested and canal management becomes sub-optimal. There are clear indications that the shift in political authority from local to national levels of government in Zambia has had a negative impact on institutional arrangements for canal management on the Barotse floodplain leaving the social and

ecological components of the system open to neglect. They conclude by suggesting that the ingredients that are absolutely necessary for effective operation, maintenance and governance of canals include ensuring that ownership of resources remains with the users and a bottom-up planning approach is enabled(Chikozho & Mapedza, 2017).

This discussion undertakes a study from Duijn and van Buuren (2017) on an in-depth collaborative research project to explore alternative, adaptive flood risk strategies for a proven unembedded area at the northern end of the Feijenoord municipal district in Rotterdam. Due to climate change, these areas are increasingly vulnerable to flooding. Institutionalized traditional solutions to raise the ground level before starting new spatial developments are not sufficient in the long term. Therefore, the city government is exploring alternative strategies for more adaptive ways of dealing with flood risk. Together with representatives of key stakeholders in the area, the two main strategies for the UN embankment area were outlined. This strategy has significant implications for the distribution of costs, risks and responsibilities and necessitates an alternative governance architecture that goes beyond the current institutional structure. During the research project, it became clear that the alternative strategies developed were fundamentally different from

the current institutional system. Thus, institutional redesign is required. This proved nearly impossible, especially since none of the actors involved were willing or able to undertake the entrepreneurial activity to initiate such a redesign. This observation led us to further investigate the causes and consequences of non-existent entrepreneurship(Duijn & van Buuren, 2017).

This research by Hsueh & Chang on “adaptive local state capitalism” could be the key to understanding this development process. The local state is constantly changing and redefining its spaces and boundaries according to new circumstances, where dependence on companies can be cultivated to rehabilitate historic heritage sites and promote urban development at the same time. Based on fieldwork and hands-on documents on the Qujiang model in Xian, three types of adaptive local state capitalism are shown to solve problems such as lack of capital, departments, and inefficiency. First of all, because of its ability to effectively raise funds and innovatively manipulate cultural heritage as symbolic capital, the Qujiang Team was selected and given the privilege to implement a culturally awarded development project in Xian. Second, Qujiang government-enterprise synergy was initiated and the human resource management system was reformed and adapted to be more market-oriented. Third, the fiscal interdependence among local states, developers, and banks is formulated to enable

the Qujiang projects to materialize. Therefore, a new version of local state capitalism is recommended as a means to study how heritage parks have boomed and their correlation with rapid urbanization growth. As the emergence of “adaptive local state capitalism” shows, it is no longer a money game, but a competition involving intelligence and innovation in the new race of national urbanization and economic growth in contemporary China(Hsueh & Chang, 2016).

The journal of Sugiarto and mutiarin contains a discussion of Indonesian Architecture, so it has taken a planned approach. The planning process must go through the public participation musrenbang, in accordance with THE Law Number 17 of 2003 concerning State Finance Regional Budgets contained in the APBD based on the RKPD, and the mandate of THE Law Number 25 of 2004 concerning the National Development Planning System. Although it has been difficult to achieve continuity and issues in development differences between regions, the planning process of the GunungKidul Regency Musrenbang prioritizes participation. This study investigates the consistency of the RKPD musrenbang results, to the budget, to assess the performance of planning and budgeting for the physical infrastructure area in GunungKidul Regency, Yogyakarta Special Region Province for the 2013-2015 fiscal years, as well as the elements that dominate accuracy

physical area and facilities. The analysis takes a qualitative approach with a case study process, data collection, information, and direct observations in the field on planning topics such as planning sessions, RKPD, and budgets. While the research mechanism used is a non-probability sampling technique with a wrong sampling mechanism, and the evaluation used by triangulation to evaluate the validity of the data using researchers with good data sources through primary data keys. Collect data related to the researcher's problem, while the sampling technique used is non-probability sampling technique with purposive sampling technique and analysis used by triangulation to verify consistency of consistency by using researchers with great data sources through data collection(Sugiarto & Mutiarin, 2017).

The discussion of this last previous research journal has an objective on disruptive innovations in the online transportation business that do not conflict with the principles of business competition law, but need to be handled differently. Second, the online transportation policy model calls for a combination of self-regulation and strict regulatory policies. This combination will protect unhealthy businesses, provide consumer protection and safety, and provide security in the online transportation business. This study aims to examine business concepts that disrupt innovation in legal competition in transportation and management

models of online transportation industry governance(Fajar et al., 2020).

Table 1.1 Previous studies related to Adaptive Bureaucracy within Agile Government Model

Researcher	Title	Results
(Janssen & van der Voort, 2020)	Agile and adaptive governance in crisis response: Lessons from the Covid-19 pandemic	The paradoxical nature of adaptive governance is successful adaptive governance calling for a healthy speed of decision and analysis, both for centralized and decentralized decision-making, for innovation and bureaucracy, and for science and politics.

(Hayter & Link, 2020)	<p>Governance mechanisms enabling inter-organizational adaptation: Lessons from grand challenge R&D programs</p>	<p>This article investigates how problems motivating program formation are identified, how these problems and related contextual factors evolve over time, and how major challenge programs evolve in response. This article finds that the adaptive capacity of interorganizational governance mechanisms and operational aspects such as objectives, scope, temporal factors, and partner capabilities are critical to program evolution and impact.</p>
(Torabi, 2018)	<p>Adaptive governance in carbon farming policies</p>	<p>This book suggests the ways to increase the decision-making capacity of government officials and a policy maker involved in managing carbon and biodiversity markets, and introduces measures to promote adaptive governance by involving owners' land in more</p>

		effective land conservation.
(Hong & Lee, 2018)	Adaptive governance and decentralization: Evidence from regulation of the sharing economy in multi-level governance	Proposed conceptual framework of necessary conditions under which decentralization can lead to adaptive governance. They showed that decentralization can hinder the adaptation process if the policies under consideration embody the politics of entrepreneurship (that is, if adaptation results in widely distributed benefits but narrowly concentrated costs).
(Armstrong & Kamieniecki, 2017)	Strategic adaptive governance and climate change: Policy making during extreme political upheaval aligns	The researchers find the California Global Warming Solutions Act of 2006 (AB 32) moderately with strategic adaptive governance, and discuss how models can help protect and increase policy profits. More broadly, strategic adaptive governance provides a generic and universal framework for policy makers

		interested in the tactical formulation of any regulatory policy.
(Schlosberg et al., 2017)	Adaptation policy and community discourse: risk, vulnerability, and just transformation	The intersection of adaptation, transformation, and environmental and climate justice is examined, before exploring the specific concerns and normative foundations for adaptation policies articulated by local governments, environment groups, and local people who are involved in adaptation planning in Australia.
(White, 2017)	Conducting monetary policy in a complex, adaptive economy: Past mistakes and future possibilities	The economy is not a machine that can be understood and controlled as conventional macroeconomic theory assumes. In contrast, the economy is a complex and adaptive system, like many others in nature and society, where policies can have significant and unintended consequences.

(Chikozho & Mapedza, 2017)	<p>In search of socio-ecological resilience and adaptive capacity: Articulating the governance imperatives for improved canal management on the Barotse floodplain, Zambia</p>	<p>Our analysis establishes that it is not only the maintenance of physical infrastructure that is important in managing equity and ensuring social resilience. ecological but also the sustenance of collective action among the main users and actors. However, when various uncoordinated national and local institutional structures are active at the local level, ownership of resources is contested and canal management becomes sub-optimal.</p>
(Duijn & van Buuren, 2017)	<p>The absence of institutional entrepreneurship in climate adaptation policy – in search of local adaptation strategies for rotterdam's unembedded areas</p>	<p>Due to climate change, these areas are increasingly vulnerable to flooding. Institutionalized traditional solutions to raise the ground level before starting new spatial developments are not sufficient in the long term. Therefore, the city government is exploring</p>

		alternative strategies for more adaptive ways of dealing with flood risk.
(Hsueh & Chang, 2016)	Toward an Adaptive Local State Capitalism: Revitalizing Cultural Heritage Sites to Stimulate Local Economic Development	Local states continuously alter and change the back room and the limit in accordance with the new circumstances, in which the dependence on the company can be cultivated to rehabilitate the site's historic heritage and promote urban development at the same time. Based on fieldwork and hands-on documents on the Qujiang model in Xian, three types of adaptive local state capitalism are shown to solve problems such as lack of capital, departments, and inefficiency.
(Sugiarto & Mutiarin, 2017)	Consistency of Regional Development Planning With	This thesis examines the consistency of musrenbang results in the RKPD, to the budget to determine the

	Regional Budgets	success of planning and budgeting for physical infrastructure areas for the 2013-2015 fiscal year GunungKidul Regency
(Fajar et al., 2020)	Regulation Concepts for Disruptive Innovation: New Policy Perspective for Online Transportation Industry Disruptive innovations	In the online transportation business are not against the principles of competition law, but need to be handled differently. Second, the online transportation policy model calls for a combination of self-regulation and strict regulatory policies.

Based on the previous studies, several previous researchers focused on adaptive bureaucracy and their respective dynamics. The similarity to the previous research above is about the deepening of the perspective of adaptive bureaucracy in an agile model based on information technology. While, the difference is that this research dissects further, focusing on adaptive digital-based bureaucracy with the use of technology. The latest information to be used in the planning stages of the RKPD development comes this year.

1.6 Theoretical Framework

1.6.1 Adaptive structural theory

Adaptive Structuring Theory was created by Marshall Scott Poole. The professor of communication at Texas A and M University is considered a leading expert in the field of community and organizational communication, particularly in terms of research mechanisms and theory creation. Poole and his colleagues came up with this idea because organization members consciously change rules and resources to achieve goals, a principle called "Adaptive Structure." In addition, the structure is more complicated than the single-order model(DeSanctis&Poole,1994).

According to Kenney and Partners, the concept of adaptive bureaucracy is an organization's ability in its efforts to achieve adaptation in a rapidly changing organizational environment. In order to the experience changes in the external environment now

and in the future. Adaptive bureaucracy can also understand and handle a world that is always changing, understand that change is something natural, understand the optimal method for adapting where and what to do first, and have the ability to adapt people, processes, technology strategies and organizational structure used on an ongoing basis.(Kenney, 2009)

The indicators of adaptive structure that are used in this research are(Kenney, 2009):

1. Process: bureaucratic adjustments in the RKPDP development planning process
2. Strategy: bureaucratic actions to achieve adaptive goals in the RKPDP development planning Riau Province
3. Technology: Adjustment government bureaucracy in the development planning of digital based
4. Structure: a structure that is built to achieve goals in an Adaptive bureaucracy

1.6.2 Bureaucratic Theory

Max Weber developed various studies in human institutions during his lifetime (1864–1920), including the idea of bureaucracy. Weber's concepts, founded in the early twentieth century, are now known as "classical organization theory." In the book "Theories of Human Communication", Littlejohn and Foss describe Max Weber's concept of

organization (bureaucracy). Weber defined organization as a system of interpersonal activities with a specific purpose to harmonize individual work activities. Without jurisdiction, competence, and control, it is impossible to achieve (Littlejohn, 2011). Bureaucracy as an organization is described by four main characteristics (Budi Santoso, 1993), namely:

1. The existence of a hierarchical structure, including the delegation of authority from top to bottom in the organization.
2. The existence of a series of positions, each of which has clear duties and responsibilities.
3. The existence of rules, regulations, and formal standards that regulate the work procedures of the organization and the behavior of its members.
4. There are technically qualified personnel employed on a career basis, with promotions based on qualifications and appearance.

The bureaucracy with its various roles has a strategic position to improve the welfare, security, and justice of the people. Bureaucracy and society have a philosophical relationship; bureaucracy is part of the people who have systemic, organic, functional and ideal relationships. This

means that the bureaucracy in carrying out its relations must pay attention to the interests of the people. Santoso opinion on the relationship between the bureaucracy and the Indonesian people (Budi Santoso, 1993) is stated, as follows:

1. General government bureaucracy is a bureaucracy relating to the basic functions of government and security, law and order, taxation, and intelligence. Bureaucracies carry out their functions and roles with regulatory orientations that are quite strict, broad, and effective.
2. Development bureaucracy is a bureaucracy that carries out its functions and roles to encourage change and growth in various sectors of people's lives. In essence, the bureaucracy is expected to be able to play a role in the aspects of regulation and service simultaneously.
3. Service bureaucracy is a bureaucracy that carries out the role of service directly to the community.

The bureaucratic performance indicators, used in this study, are the indicators put forward by (Dwiyanto, 2006), as follows:

1. Productivity: the ability of bureaucracy to maximize the work effectiveness and efficiency in the development planning RKPD digitally

2. Quality service orientation to customers: to whether or not the services provided by bureaucracy are already based on digital
3. Responsiveness: This indicator looks at bureaucracy respond to development planning in digital
4. Accountability: Existence of the responsibility of government bureaucracy in supporting the development planning of digital based

1.6.3 Agile Governments Theory

Agile government refers to a government that can respond to public problems flexibly, adaptively, and timely (Mergel et al., 2018). Thus, in practice Responsiveness, strategic adaptation, concentrating on performance, and making management predict potential issues are the four characteristics of agile governance.

Agile government refers to an organization's ability to adjust fast to unanticipated developments in order to fulfill the demands and needs of a rapidly changing society. continuous reform and adaptation to ensure that policy, legislation, enforcement, and government services meet and anticipate community demands. Agility is vital because it allows governments to deal with complicated issues in a volatile environment (Bradley et al., 2012).

Moreover, Agile Government is the ability of organizations to be able to perform cost efficiency, and increase speed and accuracy in exploiting opportunities to make innovative and competitive actions(Queiroz et al., 2018).

In the regions, agile public sector organizations also benefit from higher levels of productivity, greater employee satisfaction, and better feedback from citizens although initially the term agile was used by software developers to refer to methods and practices in the field of digital technology and services that were more responsive to customer needs.

However, in its development, agile logic was also applied to improve the structure, process, behavior, and culture of the public bureaucracy(cooke, 2012). Furthermore, (Luna et al., 2019) describes agile government into six principles, including:

1. Good enough governance: the level of governance must always be adapted to the context of the organization
2. Business-driven: business should be the reason for every decision and action.
3. Human focused: the community must be respected and given space to participate in governance.
4. Based on quick wins: success achieved quickly should be celebrated and used as motivation to get more stimulation and results.

5. Systematic and Adaptive approach: the team must be able to develop intrinsic capabilities to be able to respond to changes quickly and systematically.
6. Simple design and continuous refinement: the team must be able to provide fast results and always improve.

Therefore, agile governments need to understand how they can become more agile at all of these levels simultaneously. It is not only about being the best player in the game, but also writing the rules of the game (Parker & Bartlett, 2007). If governments want to become more agile, they need to develop three kinds of indicator:

1. Scan: gathering information and analysis that allows government to spot emerging trends and issues in the development planning of digital based
2. Respond: Existence government that is being sufficiently flexible to respond to new challenges in the development planning RKPD
3. Shape: the government understands how to drive change in the external environment to influence future opportunities and minimize future risks.

1.7 Conceptual Definition

1.7.1 Adaptive Bureaucracy

Adaptive bureaucracy is a bureaucracy when the world is constantly changing. It can meet the needs and desires of the bureaucratic group adaptively, in a more formal sense, referring to the evolution of organizations in terms of rules and norms.

The rules and norms can facilitate the fulfillment of human needs and desires, underpinning shifts in perceptions, intentions, and meanings of social, organizational, and environmental problems.

1.7.2 Agile Government

Agile government is a concept of government that is responsive in dealing with public problems and more flexible in uncertain times. An agile and responsive delivery management framework exemplifies agile governance. The development of adaptive organizational frameworks, use of information technology, and awareness of disruptive environments in different industries can help develop agile and flexible management delivery systems.

1.7.3 Development planning

More quickly and successfully briefing on the limited use of development capital to increase overall socio-economic targets is called development planning (Listyaningsih, 2014).

The description of depth, involved in the development planning phase, includes(Nitisastro, 2018):

1. On the basis of the values of the community, make a conscientious decision about the concrete goals to be reached within a specific time frame.
2. Alternatives to achieve this goal are effective and reasonable. Development planning is basically a series of procedures that take place over a period of time to ensure that the plans prepared to meet development objectives are often a loop of mutually exclusive processes.

1.7.4 E-Government

E-Government is a concept of knowledge related to digital or online-based governance. E-Government leads to the utilization of information and communication technology in government to communicate information and services, and can affect how governance is implemented by them in an optimal way. For a long time, traditional systems development methods such as the waterfall model have been applicable in the development of e-government services.

1.8 Operational definition

The operational definition of this research describes how the adaptive bureaucracy design in the agile government model in the annual development planning of the RKPD Riau Province uses an analytical knife(a theory, a discourse, or a concept to dissect a situation) from Kenney and partner which is used to answer the formulation of the problem.

Table 1.2 The operational definition

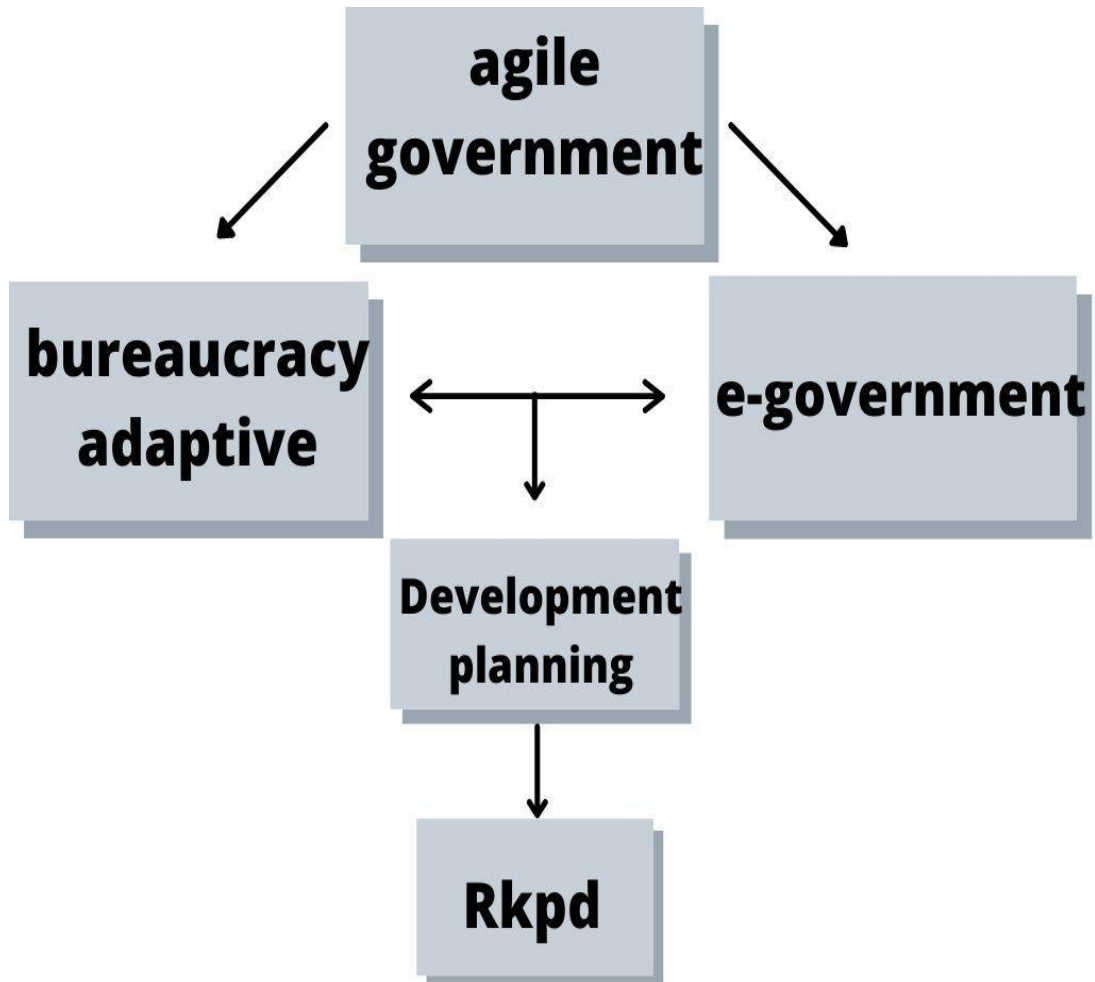
VARIABLE	INDICATORS
bureaucratic structure adaptive	-People: adjustment of a bureaucrats in the bureaucracy when faced with changes in regulations and resources -Process: bureaucratic adjustments in the RKPD development planning process -Strategy: bureaucratic actions to achieve adaptive goals in the RKPD development planning Riau Province -Technology: Adjustment government bureaucracy in the development planning of digital based

	<p>-Structure: a structure that is built to achieve goals in an Adaptive bureaucracy</p>
Bureaucracy digital	<p>-Productivity: the ability of bureaucracy to maximize the work effectiveness and efficiency in the development planning RKPD digitally</p> <p>-Quality service orientation to customers: to whether or not the services provided by bureaucracy are already based on digital</p> <p>-Responsiveness: This indicator looks at bureaucracy respond to development planning in digital</p> <p>-Accountability:Existence of the responsibility of government bureaucracy in supporting the development planning of digital based</p>
Agile Governments	<p>-Scan: gathering information and analysis that allows government to spot emerging trends and issues in the development planning of digital based</p> <p>-Respond: Existence government that is</p>

	<p>being sufficiently flexible to respond to new challenges in the development planning RKP</p> <p>-Shape:the government understands how to drive change in the external environment to influence future opportunities and minimize future risks. And then this shape also affect the factors that make up the agile government model which consist of:</p> <ol style="list-style-type: none">1. Internal factor that support agile government model2. External factors that make agile government model happen.
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1.9 Framework

Figure 1.9.1



Source: author

2. RESEARCH METHODS

2.1 Research type

The qualitative data is used in the form of this research. Qualitative analysis is a form of study in which the results are not derived from statistical procedures or other measurement methods (Wekke, 2017). Thus, qualitative researchers understand and interpret the importance of the interaction of human behavior in certain contexts from the researcher's point of view (Gunawan, 2016). This study uses a qualitative approach by analyzing the adaptive bureaucracy design in the agile government model in Riau province based on a case study of 2022 RKPD development planning.

Furthermore, the data analysis by looking at the use of social media in 2022 RKPD development planning uses Qualitative Data Software Analysis (QDSA) as a tool analysis called Nvivo 12 (Amelia Sidik & Bodhiya Wijaya Mulya, 2011). The data from this study sourced from interviews, monkey surveys, and social media content that discussed the design of adaptive bureaucracy in the agile government model in Riau province based on a case study of the 2022 RKPD development planning, in this study using crosstab query analysis, coding similarity, and text research analysis. (Bruno, 2019)

2.2 Data of Research

2.2.1 Primary data

Primary data is data obtained in the form of original research documents from the actual location where the incident occurred, and thus referred to as primary data. (Sugiono, 2016) The primary data used in this study examines several indicators such as adjustments government bureaucracy in changing rules and resources, adjusting government bureaucracy in digital-based development planning; the involvement of the government bureaucracy in digital-based development planning, the responsibility of the government bureaucracy in supporting digital-based development planning; there is a government that is able to respond to its responsibilities quickly, there is a flexible government in anticipating changes in an uncertain situation, there is a government that is fast in providing innovation or creativity in digital-based development planning.

2.2.2 Secondary data

Secondary data is data that accumulated from sources that can be in the form of readings or literature and various other data sources. Secondary data can be in the form of magazines, bulletins, publications from related organizations or institutions, besides that it can also be in the form of embeds from official bodies such as study results, theses, theses and others. (Habibullah et al., 2019)Secondary data from this study were obtained from documents obtained from the internet, as well as from books, journals, reports, archives that correlated with research, and related documents Bappedalitbang Riau Province, namely the 2022 RKPD (Riau regional government work plan).

2.3 Research Location

The researcher conducted at Bappeda in Riau Province. This location was determined because the researcher wanted to know about the Design Adaptive Bureaucracy in the Agile Government Model in Riau Province based on the 2022 RKPD Development Planning Case Study. The Bappeda in Riau Province, the Regional Development Planning Agency of Riau Province, has carried out the Initial RKPD design for Riau Province in 2022 on Wednesday, February 10, 2021, led by the Governor of Riau.

2.4 Data Collection Techniques

The data collection method in this study applied interview techniques, purposive sampling through monkey surveys, documentation and time series data through the data collection related to the adaptive bureaucracy design in the agile government model in Riau province based on a case study of 2022 RKPD development planning using the Ncapture feature in Chrome and inputted on the Nvivo 12 Plus data processing application(Salahudin et al., 2019).

2.4.1 Interview

Robinson said that the key stream of qualitative research is in-depth and formally accessible interviews. A formal qualitative interview is an unstructured conversation with the aim of capturing and translating verbatim data (word for word) and the interview instructions are not a set of questions. An interview guide, consisting of a list of popular questions or a topic map was used at the start of the meeting to provide structure, especially for new researchers (Nd, 2019). The general rule in qualitative interviews is not to impose an agenda or structure on participants, which is why this interview will be conducted in this way. This format is used to collect participant perspectives according to the study objectives (Robinson, 2000).

Table 2.3 Interview

Informants	Position	Name of government official
Bappeda Riau province	Head of Bappedalitbang	Ir. EmriJuliHarnis MT, Ph.D.
Bappeda Riau Province	Secretary of theRegional Development Planning Agency	PurnamaIrawansyah, S.Hut., MM
Bappeda Riau Province	Head of Planning, Control and EvaluationPlanning of Regional Development	Andi IstaTutih, ST, M.Eng.
Bappeda Riau province	Head of Governance and Human Development	Heriyanto, S.Hut., MT
Bappeda Riau province	Head of Economics and Natural Resources	Abdul Madian
Bappeda Riau province	head of sub-sector of public works, housing and residential areas	Dedi Harianto, S.T
Bappeda Riau province	Head of Research and Development	EkaAriefyanto Putra, SE
Bappeda Riau province	Head of UPT Riau Science Techno Park	DR. SopyanHadi, SPi., MT
Bappeda Riau Province	Head of sub sector Control, Evaluation and Reporting	Devita Sari, St., Mt
Bappeda Riau Province	Head of Sub sector Data and Information On Regional Development	Gapar, Sp., M.Si

2.4.2 Documentation

According to Sugiyono, a document is a collection of written notes about what has happened. Scientific papers, journal entries, curriculum

vitae, sketches, life drawings, archives, newspaper articles, and other written documents are examples. Photos, sketches, paintings, live drawings, and other images are examples of files in the form of images. Documents in the form of works, on the other hand, can be in the form of photos, films, sculptures, works of art, and other media(Sugiono, 2016).

2.4.3 Time Series

Time series data is a type of data, updated regularly and provides information about the latest events. The following data can be viewed and tracked through social media:

Table 2.5 Time Series data

Media used Media	Name
Government website	http://bappedaprov.riau.go.id/portal/
Instagram	@bappedaprov.riau
Facebook	Bappedalitbang Riau Province

Source: Author

2.4.4 Ncapture

The feature Ncapture Nvivo 12 Plus application is used to get data from online social media such as online news. Ncapture in Chrome can also be used to import data from social media into the data folder in the Nvivo 12 Plus app. To get data using Ncapture, it make sure the Chrome platform is installed or enable the Ncapture feature in Chrome.

2.5 Data Analysis Techniques

This subject is the final step in the data analysis process. The conclusion is drawn in the form of an interpretation operation, which requires determining the value of the displayed data (Dewi et al., 2020). In this case, data analysis is carried out through data processing software which is an alternative way to process research data. One of the computer programs that can be used is the latest Nvivo application version 12(O'neill et al., 2018).

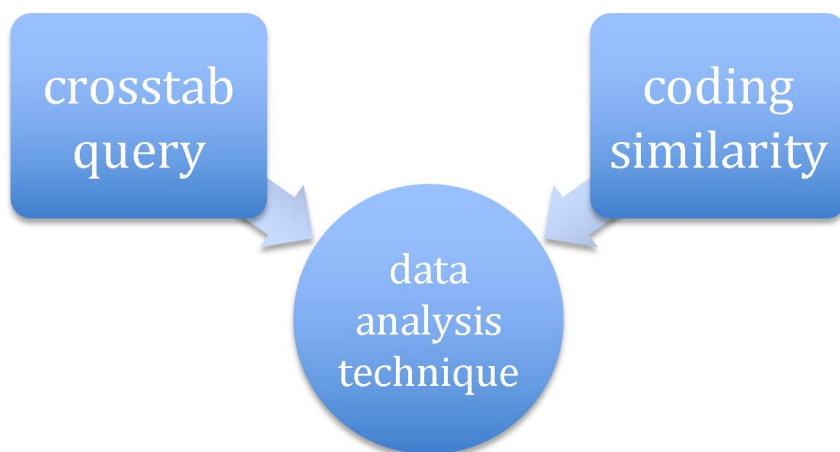
a. Crosstab Query

Crosstab query is a technique used to find out research variables that have an influence on the object or focus of research studies with the results of displaying a percentage of numbers-numbers, graphs, and summary(S Hai-Jew, 2019).

b. Coding Similarity

The coding similarity compares the coding effect between a single file and a node; files or coded nodes are grouped by high and low values, with the results shown in a cluster graph(Shalin Hai-Jew, 2020).

Figure 2.3 Data Analysis Techniques



Source: organized by researcher

