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Model Institutional Transformation of The Banten Provincial Government Toward "*Golden Banten* 2045"

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Abstract. This study aims to analyze the institutional transformation model of the Banten Provincial Government toward Golden Banten 2045 through the perspectives of local government institutional transformation, governance analysis, and institutional model analysis. This research employed a descriptive qualitative method, with data collected through interviews and literature review. The data were analyzed through data reduction, data display, and conclusion drawing. The findings indicate that the institutional structure of the Banten Provincial Government remains categorized as a *hierarchical government*, characterized by limited network management capacity, weak collaboration with the private sector, and suboptimal governance performance. The novelty of this study lies in the formulation of a local government institutional transformation model that integrates *agile government* and *networked government* as a strategic shift from a hierarchical, sectoral, and rule-driven bureaucracy toward an adaptive, collaborative, thematic, cross-sectoral, *people-driven*, and *locally empowered* institutional arrangement. The study implies that achieving Golden Banten 2045 cannot rely solely on administrative bureaucratic reform, but requires an institutional design capable of strengthening collaborative capacity, policy responsiveness, and alignment between bureaucratic reform and regional competitiveness.
Keywords: Institusional Transformation; Local Governance; Golden Banten 2045

Abstrak. Penelitian ini bertujuan menganalisis model transformasi kelembagaan Pemerintah Provinsi Banten menuju Banten Emas 2045 melalui pendekatan transformasi kelembagaan pemerintahan daerah, analisis *governance*, dan analisis model kelembagaan. Penelitian ini menggunakan metode deskriptif kualitatif dengan teknik pengumpulan data melalui wawancara dan studi literatur. Analisis data dilakukan melalui reduksi data, penyajian data, dan penarikan kesimpulan. Hasil penelitian menunjukkan bahwa kelembagaan Pemerintah Provinsi Banten masih berada dalam kategori *hierarchical government*, yang ditandai oleh rendahnya kapabilitas manajemen jaringan, lemahnya kolaborasi dengan sektor swasta, serta belum optimalnya capaian tata kelola pemerintahan. Kebaruan penelitian ini terletak pada perumusan model transformasi kelembagaan daerah yang mengintegrasikan pendekatan *agile government* dan *networked government* sebagai arah pergeseran dari birokrasi yang hierarkis, sektoral, dan berbasis aturan menuju kelembagaan yang adaptif, kolaboratif, tematik, lintas sektor, *people-driven*, dan *locally empowered*. Implikasi penelitian ini menunjukkan bahwa pencapaian Banten Emas 2045 tidak cukup ditempuh melalui reformasi birokrasi administratif, tetapi memerlukan desain kelembagaan yang mampu memperkuat kapasitas kolaborasi, responsivitas kebijakan, serta keselarasan antara reformasi birokrasi dan daya saing daerah.
Kata Kunci: Transformasi Kelembagaan; Tata Kelola Daerah; Banten Emas 2045

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Introduction

Golden Indonesia 2045 is the government's vision to transform Indonesia into a developed nation with a strong economy, high-quality human resources, and noble values. To realize this vision, the government has established four main pillars: 1) Human development and mastery of science and technology; 2) Sustainable economic development; 3) Equitable development across the nation; and 4) Enhanced national resilience and improved governance. With a focus on these four pillars, the government is implementing strengthened bureaucratic and institutional reforms to achieve the following: (a) the role and functions of the government in serving the public interest; (b) a bureaucratic structure that is contextually appropriate, functionally sound, and appropriately scaled; (c) effective, inclusive, participatory, and mutually supportive governance across sectors; and (d) a reliable and modern bureaucratic system with a professional civil service workforce capable of effectively managing change (Kementerian PPN/Bappenas, 2019).

Three key aspects for realizing the reform and institutional vision by 2045 include: 1) Adaptive institutions that are issue-based/thematic, cross-sectoral, people-driven, and locally empowered, as well as responsive to issues; 2) Inclusive governance based on Information and Communication Technology (ICT); and 3) Human Resources (HR) with the ability to think creatively and systemically, evidence-based, globally-minded, inclusive, capable of managing change, possessing a strong work ethic, productive, and providing proactive services in line with public needs.

The reform and institutional restructuring of the Banten Provincial Government toward Golden Banten 2045 is the vision of the Banten Provincial Government to realize effective roles and functions in achieving the optimal fulfillment of public interests, a contextual, functionally appropriate, and appropriately scaled bureaucratic institutional framework, and effective, inclusive, and participatory governance, and mutually supportive institutional sectors, thereby realizing a reliable and modern bureaucratic structure with professional civil servants who are capable of effectively managing change. Furthermore, in the 2020–2024 National Medium-Term Development Plan (RPJMN) and the 2005–2025 Banten Province Long-Term Development Plan (RPJPD), one of the stated missions is the management of a clean and authoritative government, which has subsequently been incorporated into the 2023–2026 Regional Development Plan (RPD) of Banten Province namely the achievement of quality bureaucratic reform and good governance.

Normatively, the evaluation and institutional transformation of local governments, particularly in the context of bureaucratic simplification, are based on Regulation of the Minister of State Apparatus Empowerment and Bureaucratic Reform (Permenpan RB) of the Republic of Indonesia Number 25 of 2021 on the Simplification of Organizational Structures in Government Agencies for Bureaucratic Simplification, Regulation of the Minister of State Apparatus Empowerment and Bureaucratic Reform of the Republic of Indonesia No. 20 of 2018 on Guidelines for the Institutional Evaluation of Government Agencies, which regulates organizational structures and processes, in addition, Government Regulation (PP) No. 72 of 2019 on Amendments to Government Regulation No. 18 of 2016 on Regional Apparatus has clarified and regulated the number of departments, agencies, and technical institutions as well as the sub-structures that form part of the Regional Apparatus Work Units (SKPD).

The authority to formulate policies on the organizational restructuring of regional apparatus in accordance with the needs and challenges faced by the region has been affirmed by Law No. 23 of 2014 on Regional Government, with the aim of enabling local

governments to become administrations that are accommodating and responsive to all development policies and programs. This is consistent with the New Public Service (NPS) paradigm, which prioritizes accountability to regulations or the constitution while emphasizing public service through collaborative efforts, including in the development and evaluation of local government organizational structures (Denhardt & Denhardt, 2000).

Local government agencies are established to carry out governmental affairs as a consequence of local authority. This means that every governmental matter must be handled by a specific type of local government agency, ensuring no affairs are left unaddressed. These affairs are categorized into mandatory and optional matters. It is important to note that not every aspect of governmental affairs requires its own separate agency. As for determining the size of local government organizations, at a minimum, the following factors must be considered: financial capacity; local needs; the scope of duties, including the objectives to be achieved, the types and number of tasks; the size of the working area and geographical conditions; population size and density; local potential related to the affairs to be handled; and facilities and infrastructure supporting the tasks.

As stated in Government Regulation (GR) No. 18 of 2016 on regional government agencies, the nomenclature of regional government agencies and their work units is established in accordance with guidelines issued by the ministries or agencies responsible for those areas of government administration. The purpose of these guidelines is to prevent deviations by local policymakers, to assist specific or new units in streamlining their operations, and to provide a framework for identifying functions and departmental structures used in establishing the organizational structure and operational procedures of local government agencies. This is further emphasized by Government Regulation No. 72 of 2019, which explains that the primary basis for the formation of local government agencies is the existence of government affairs that need to be addressed as the government's responsibility to carry out governmental functions optimally. This responsibility pertains to the specific matters being managed and the necessary support, including budget and human resources.

According to Daft (2010) organizational effectiveness can be assessed through four approaches, namely: 1) The goal-oriented approach, which focuses on inputs that is, measuring the organization's success in achieving outputs. In this case, the process involves identifying the level of organizational effectiveness in achieving actual goals; 2) The resource or system-oriented approach, which involves an initial evaluation of organizational activities to determine whether resources are being utilized effectively. From this systems perspective, organizational effectiveness is viewed relatively or absolutely in terms of how well the organization exploits its environment to acquire high-quality resources; 3) The process approach, which views effectiveness as efficiency and the state of the organization's internal conditions such as internal processes, employee satisfaction, harmonious coordination among employees, and high productivity; 4) The combined approach, which measures effectiveness through inputs, process efficiency, and outputs.

In line with changes in local government structures, (Bennis & Townsend, 1998) state that organizational change in the 21st century is moving toward the principle of "from macho to maestro," where fourth-generation organizations are more oriented toward functional structures with a broad organizational framework. Government officials are focused on their positions and the hierarchical system, and thus have little

incentive to become professionals in specific fields. Through their structural positions, officials tend to compete for resources that support them, leading to the abuse of power.

Regarding efforts to achieve institutional transformation toward "Golden Banten 2045," the Banten Provincial Government still faces several challenges, such as suboptimal performance outcomes, the workload of local government agencies, the Banten Provincial Bureaucratic Reform Index that remains suboptimal, and low-quality public service delivery. Furthermore, to achieve optimal institutional bureaucratic reform and transformation, the Banten Provincial Government still faces several challenges and issues, including minimal performance achievements; the strengthening of hierarchical government principles characterized by very low network management capabilities and collaboration with the private sector; and a low score on the bureaucratic reform achievement index, categorized as B or a score of 66.11 (Road Map Reformasi Birokrasi Pemerintah Provinsi Banten Tahun 2023-2026, 2023).

Based on the regional development indicators of Banten Province, the establishment of the regional government structure should contribute to the achievement of regional development goals (Dwiyanto, 2005). In this regard, Osborne & Gaebler (1995) argue that the philosophy behind the formation of government organizations must shift its orientation toward a mission-driven organization rather than a rule-driven organization.

Several studies on institutional transformation from various perspectives have been conducted, including one by (Brykman & King, 2021) which discusses the importance of resilience and behavior in implementing institutional transformation, followed by (Trisnawati, 2016) who emphasizes the importance of support for institutional reform to overcome barriers to local government institutional transformation, and (Ristala & Rahmandika, 2023) who analyze the application of the concept of agile organizations through functional positions.

In contrast to some of the studies mentioned above, (Termeer & van den Brink, 2013) discuss factors contributing to institutional success and failure, which necessitates identifying strengths and weaknesses and developing a framework to create more resilient governmental institutional authority. Furthermore, (Wibowo & Faozan, 2005) in their study on regional institutional models concluded that the failure of institutional transformation is largely due to a lack of comparative advantage and limited knowledge to develop competitive strategies in the areas of product innovation, services, and organizational processes. In line with these two studies, (Sururi, 2023) in his research criticizes that the failure of institutional transformation is due to weak collaboration, the absence of a roadmap, and a lack of regulations regarding institutional authority.

Research indicating that the failure of institutional transformation is caused by low individual capacity, system capacity, and performance monitoring and evaluation has been conducted by (Links & Draai, 2023) and (Trondal, 2022) therefore, it is important to enhance sustainable institutional capacity to meet community needs and illustrate how public organizations can manage change and policy reform by designing an appropriate organizational architecture.

Several of the studies outlined have discussed various perspectives on local government institutions, particularly regarding institutional behavior, institutional development and high-quality public service, institutional reform, authority and strategies for bureaucratic reform, institutional capacity, and the architecture of institutional structures, therefore, this study aims to fill the research gap in local government institutional studies from a different perspective, focusing on approaches and models of institutional transformation.

Thus, this study will examine and discuss the model of institutional transformation of the Banten Provincial Government toward *"Golden Banten 2045"* through an approach focused on local government institutional transformation, governance analysis, and an analysis of the institutional model of the Banten Provincial Government. The theoretical contribution of this study lies in the understanding that by examining the approach to local government institutional transformation, governance analysis, and the institutional model of the Banten Provincial Government, it will foster the development of theoretical frameworks for future institutional transformation policies. Additionally, this study is expected to contribute to local governments across Indonesia in determining strategic steps related to appropriate and effective institutional transformation.

Method

This study employs a qualitative descriptive approach. Data collection techniques include interviews and a literature review, utilizing both primary and secondary data. All informants in this study were from the Banten Provincial government; this aligns with the research objective of examining and discussing how the Banten Provincial government's institutional transformation model is moving toward "Golden Banten 2045," making the involvement of government informants highly significant in developing the conceptual model of institutional transformation.

The informant selection technique was based on purposive sampling, which is a method where the researcher intentionally selects research subjects based on specific criteria and considerations related to the research objectives. The total number of informants was seven: four from the Organization Bureau and three from the Banten Provincial Regional Development Planning Agency. Secondary data was obtained from official government documents (strategic plans, Government Agency Performance Reports (LKIP), RPJMN, RPJPD, Regional Development Work Plans) of Banten Province, as well as books, journals, and websites.

Data analysis techniques were conducted in accordance with the procedures of qualitative descriptive research, specifically through the process of data reduction by simplifying the research data, coding, labeling, and identifying themes. The next step involved data selection, choosing relevant research data in line with the research focus, followed by organizing the data into patterns or categories consistent with the research objectives. This data analysis technique was conducted to obtain an overview of the research through an in-depth analytical process in the form of a sequence of events, attitudes, behaviors/actions, and responses of the research subjects regarding the institutional transformation of the Banten Provincial Government. The data analysis process was conducted concurrently with the data collection process. Data triangulation utilized a combination of various sources, methods, time frames, or researchers to test the validity and deepen the understanding of the data.

Results and Discussion

The Institutional Transformation Approach in Local Government

Transformation is understood as a change achieved through a gradual process to reach the desired stage. According to Kreitner and Kinicky (2014), institutional transformation is a simultaneous organizational management process that is a necessity; in other words, institutional transformation is a process of organizational change encompassing structure and processes aimed at improving performance in line with the dynamics of the organizational environment's development.

Furthermore, Beer (1998) emphasizes the importance of continuous human resource management as a consequence of changes in the institutional environment. This indicates that transformation or organizational change serves as the foundation for enhancing human resource quality in the face of waves of change. In line with this perspective, Daft Daft (2010) states that institutional transformation is dynamic and evolves alongside various organizational changes. The concept of an institution can be defined as everything pertaining to and related to an institution. This concept aims to draw a distinction between the terms "institution" and "organization," which are often used interchangeably. As Uphoff (1986) noted, the terms "institution" and "organization" are frequently used interchangeably, leading to confusion and ambiguity.

Institutional transformation is one of the main approaches in public administration, based on the assumption that institutions encompass collective activities. This is clarified by Frederickson (1999), who states that public administration based on institutionalism can serve as a framework and a set of assumptions for developing public administration theory, beginning with the argument that political action forms the foundation for understanding political and social institutions including formal political organizations and bureaucracies. Frederickson positions institutional analysis as one of the models of public administration; in fact, he asserts that modern institutional theory is not limited to government bureaucracy, and its implications have expanded beyond the traditional boundaries of public administration studies.

Institutional theory emphasizes that organizations are not merely rational systems aimed at producing goods and services, but rather social and cultural systems embedded within an "institutional" context consisting of expectations and rules regarding what is considered appropriate behavior; therefore, for most organizations, the crucial context consists of structures, actors, and regulations (Hinings et al., 2018).

According to Frederickson (1999), the term "institution" is used to refer to public organizations that have a special relationship with the communities they serve. They can rely on state authority and make decisions. Meanwhile, according to Wangwe & Rweyemamu (2001), the term "institution" or "institutional" is used to refer to an organization-based network consisting of rules, norms, administrative systems, and social functions. Thus, the concept of an institution has a broader meaning than simply "organization" or even "public organization." It is further argued that an institution is a more macro-level and abstract concept where organizations or individuals serve as the foundation for other organizations or actors to operate. In line with the views expressed by the two experts above, Breit dan Troja (2003) argue that organizations resemble active players operating within the framework of institutional arrangements.

According to Uphoff (1986) there are three generally recognized categories for distinguishing between institutions and organizations: (a) organizations that are not institutions, (b) institutions that are not organizations, and (c) organizations that are institutions (or conversely, institutions that are organizations). These three concepts explain that under certain conditions, an organization can be considered an institution and can become an institution. This occurs when values and stability become embedded in the organization through institutionalization efforts. This view is also affirmed by Selznick in Scott & Davis (2016) who state that an organization formed as an instrumental mechanism to achieve specific goals, at various levels and over time, transforms into an institution.

Analysis Governance

The paradigm of local governance has undergone a significant transformation, shifting from a hierarchical, bureaucratic approach (government) toward a collaborative approach that emphasizes the role of multiple actors (governance). The governance paradigm emerging in the global literature emphasizes multi-stakeholder engagement, horizontal networks, and the institutionalization of accountability that is adaptive to environmental changes (Kooiman, 2012) and (Pierre & B. Guy Peters, 2000) however, in most developing countries, including Indonesia, this institutional transformation in governance has not yet been fully consolidated institutionally.

The Banten Provincial Government, as the focus of this study, serves as an important case study given that its service performance has shown significant progress in terms of public perception, yet remains stagnant in bureaucratic reform and internal accountability systems. This is consistent with what Kooiman refers to as the "governability gap" the disparity between the complexity of issues and institutional management capacity (Kooiman, 2012).

Based on the results of the evaluation of the implementation of bureaucratic reform conducted most recently in 2022, the Banten Provincial Government's Key Performance Indicators, as measured by the bureaucratic reform index, achieved a score of 66.11, falling into Category B, while the performance and financial accountability index reached 7.7; public service quality reached 9.14; a government free from corruption, collusion, and nepotism (KKN) reached a score of 8.43, and organizational performance reached a score of 31.7. These various achievements indicate that the institutional transformation of the Banten Provincial Government has not yet substantively reached an ideal process.

One reason for the low score on the bureaucratic reform index is that bureaucratic policies have not yet been linked to regional competitiveness; in other words, the bureaucratic reform indicators that have been conceived and developed do not yet align with the core mission of building regional competitiveness. This is inconsistent with the view of Pollit and Bouchaert (2011) who state that bureaucratic reform should be aligned with managerial capacity and organizational cultural support. Otherwise, symbolic compliance will occur, meaning that reform exists only on paper. The following table illustrates the regional competitiveness index scores for Banten Province.

Table 1. Regional Competitiveness Index (IDSD) for Banten Province, 2023

No	Regency/Municipality	Score IDSD (2022)
	National	3,26
	Banten	3,62
1	Pandeglang Regency	2,54
2	Lebak Regency	2,51
3	Tangerang Regency	3,45
4	Serang Regency	2,93
5	Cilegon Municipality	3,17
6	Serang Municipality	-
7	Tangerang Selatan Municipality	-
8	Tangerang Municipality	-

Source: National Research and Innovation Agency, 2023.

Table 1 shows that the 2022 Regional Competitiveness Index (IDSD) results for Banten Province which are based on the 2019 Global Competitiveness Index (GCI) consist of four components of competitiveness: the enabling environment, human capital, markets, and innovation ecosystems, and supported by 12 pillars of competitiveness, showed a score of 3.62, which remains above the national average score of 3.26.

Further analysis reveals that regions with high economic income levels, such as the Municipality of Cilegon and Tangerang Regency, have relatively high IDSD scores above 3 while regencies with low-income levels, such as Pandeglang and Lebak, have scores below 3. This further underscore the disparity in regional competitiveness among regencies and municipality in Banten Province.

The implications of the low bureaucratic reform index indicate that bureaucratic reform has not yet been able to address substantive aspects such as performance-based accountability and organizational learning. The achievements of bureaucratic reform impact performance outcomes; on the other hand, although public perception falls into the "significant" category, this points to a phenomenon of dual legitimacy, wherein public perception of services does not correlate directly with the quality of the bureaucratic institutional system. This reinforces the view (Christensen & Lægreid, 2007) that emphasizes that without a connection between bureaucratic reform and the strategic context of development, reform will become siloed—sectoral, fragmented, and uncontributory to structural transformation

Based on the above discussion, the efforts toward the success of "Golden Banten 2045" can be realized not only through good governance but also through agile governance. This aligns with the rapid and often unpredictable changes taking place. Essentially, the governance of Banten Province requires policies that are innovative, responsive, and adaptive to change (Alberti & Bertucci, 2006). The agile governance approach is a critical prerequisite and strategy for adapting how policies are formulated, discussed, implemented, and enforced to foster better governance. The concept of agile governance in institutional change has driven the development of the concept of the agile organization.

An agile organization is defined by (Singh et al., 2013) as an organization's ability to sense environmental changes and respond appropriately, emphasizing the importance of a balanced capacity for sensing and responding within an agile organization. Furthermore, (Worley et al., 2014) advocate for agility as a strategic advantage, enabling organizations to respond effectively to various changes and maintain sustainable high performance.

Thus, agile governance refers to a community's ability to sense, adapt to, and respond quickly and sustainably to changes in its environment through a coordinated combination of agile and lean capabilities with governance capabilities, in order to deliver faster, better, and more cost-effective value to a bureaucracy's business processes (Luna et al., 2015). The following is an institutional transformation of local government based on the concept of agile governance.

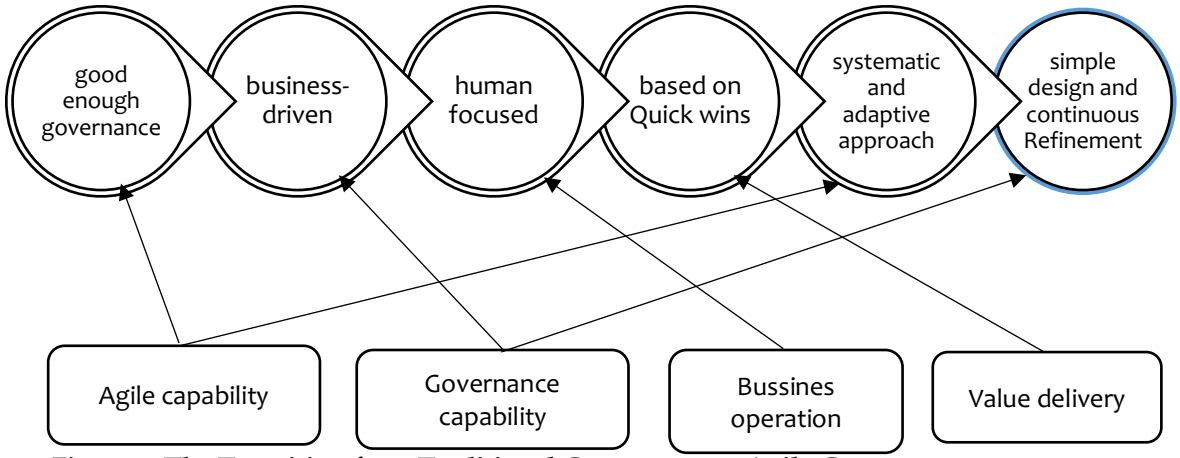


Figure 1. The Transition from Traditional Governance to Agile Governance
Source: (Adapted from Luna et al., 2015)

Figure 1 above illustrates that the first principle local governments must adopt in the context of agile governance is "good enough governance" that is, governance that is sufficient by referring to a level of governance that must always be adapted to the organizational context. In this case, institutional transformation within the Banten Provincial Government can adapt to the complex and dynamic local context, the principle of flexibility in addressing the challenges of the gap between the northern and southern regions of Banten, thereby requiring institutional transformation governance tailored to needs through a pragmatic decentralization approach and a focus on outcome-based governance, rather than idealizing the bureaucracies of developed nations.

The second principle is "business-driven," meaning that every decision and action is driven by business needs. In the context of the Banten Provincial government's institutional framework, this principle is relevant for fostering an institutional orientation that is more responsive to the needs of the business community, particularly the industrial sector, tourism, and local Micro, Small, and Medium Enterprises (MSMEs). Institutional transformation here means adapting bureaucratic structures and procedures to support investment and inclusive economic growth, including the simplification of digital-based licensing services. Furthermore, institutional transformation should support regional economic growth as a national strategic industrial zone by fostering government agencies capable of promoting investment, expediting licensing services, and establishing public-private partnerships.

The third principle is "human-focused," where respect for every individual provides incentives for creative participation. The success of institutional transformation depends heavily on the quality of the civil service in Banten Province. Transformation is not merely understood as a shift from traditional or manual systems to digital systems, but also as a change in the organizational culture of the civil service, the implementation of collaborative values and culture, and the strengthening of adaptive leadership capacity through agile leadership training and the development of civil service competencies.

The fourth principle is based on "quick wins," meaning that quick wins should be celebrated and used to generate further momentum and results. In this regard, the Banten Provincial Government can accelerate institutional reform by achieving and highlighting "quick wins," such as strengthening the public complaint system, digitizing public services, and accelerating the integration of population data.

The fifth principle is a systematic and adaptive approach, meaning the team must develop the intrinsic ability to handle change systematically. The institutional transformation toward "Golden Banten" must be carried out systematically through a long-term and adaptive roadmap, adjusting to political, social, and technological changes including the integration of information systems among regional agencies and the development of a smart governance ecosystem. Institutional transformation is not a short-term project, but rather part of sustainable institutional development.

The final or sixth principle simple design and continuous refinement emphasizes that all parties must work efficiently and continuously improve their capabilities. The Banten Provincial Government needs to conduct regular evaluations and reviews of regulations, develop operational procedures that are straightforward and flexible, and establish a data-driven monitoring and evaluation system to support continuous improvement. Additionally, organizational design and institutional regulations should be structured to be simple, flexible, and easily updated.

To develop the six principles within the agile governance concept, the Banten Provincial Government needs to develop four dimensions: Agile Capability (strengthening the civil service, training in adaptive leadership and change management); Governance Capability (structural reform, reviewing overlapping regulations, evaluating institutional performance and accountability); Business Operations (integration of one-stop services, alignment of work processes, and collaboration with the private sector); and Value Delivery (improvement of priority program services and basic infrastructure development).

Analysis of the Institutional Model of the Banten Provincial Government

The research findings indicate that the institutional structure in Banten Province falls into the category of a hierarchical government, characterized by very low levels of network management capabilities and collaboration with the private sector. This is due to the continued prevalence of a top-down approach a hallmark of hierarchical structures akin to a "machine organization" an instruction-based approach divided into rigid silos, making it difficult to act swiftly due to being trapped in convoluted procedures, and the application of the principle of a rule-driven organization which is centralist in nature where the concept of organizational formation originates entirely from the central government (Tahir, 2016).

This is characterized by a vertical and centralized bureaucratic structure, decision-making dominated by formalistic government actors, and weak institutional capacity to foster collaboration. This aligns with the view of (Christensen & Lægreid, 2007), who explain that traditional bureaucratic culture in developing countries tends to be hierarchical and formalistic, and struggles to adapt to cross-sectoral collaborative approaches. A similar perspective is presented by (Turner & Hulme, 1997), who state that the character of bureaucracy in developing countries tends to follow a command-and-control pattern, thereby hindering managerial innovation and cross-actor collaboration.

A different perspective is put forward (Kanon, 2024), which asserts that bureaucracy should not necessarily be an obstacle to collaboration but can transform into a networked bureaucracy that creates space for interaction and structures to facilitate collaborative governance; however, on the other hand (Hillo et al., 2024). The view that bureaucracy does not actually enhance legitimacy but rather weakens public officials and that officials consider majority support crucial for sustaining a top-down, hierarchical government implies that the transition from hierarchy to collaboration tends

to face pressure on institutional legitimacy, as bureaucrats feel more comfortable operating within a hierarchical control framework than an inclusive one.

The very low level of collaboration with the private sector indicates that the institutional design of the Banten Provincial Government's bureaucracy is not yet optimal and that trust levels remain low. This is an implication of the implementation of a hierarchical government model, resulting in reduced effectiveness in building and managing networks (network governance). Consequently, network management capability and cross-sectoral collaboration must become top priorities in governance in Banten. As is well known, an open and inclusive institutional design is a crucial prerequisite for collaboration to support procedural legitimacy and collaborative processes (Ansell & Gash, 2007). On the other hand, collaboration requires institutional capacity in the form of trust, forums for dialogue, and commitment among actors. The absence of these elements leads to the failure of collaboration.

Thus, it is imperative for the local government of Banten Province to transform into a "networked government," characterized by network management capabilities and collaboration with the private sector. The application of hierarchical bureaucracy can no longer meet complex demands and is considered unsuitable for addressing institutional problems and demands. On the other hand, the transformation from a hierarchical government to the desired form of a networked government is not an easy task and cannot be accomplished quickly; rather, it requires systematic planning and steps.

Future institutional design and organizational restructuring require several considerations, such as being issue-based or thematic, cross-sectoral, people-driven, and locally empowered; as well as responsive to constitutional mandates (mandatory) and thematic challenges or issues that are sector- and region-specific (Denhardt & Denhardt, 2000). On the other hand, the "joined-up government" approach as a collaborative program among government agencies that is cross-sectoral, or cooperation between the central government and local governments as well as with the private sector can be realized through the delegation of contracted work to third parties, particularly for tasks that are technical, physical, or labor-intensive, thereby reducing the workload on the local government apparatus of Banten Province. The model for the institutional transformation of the Banten Provincial Government is presented in Figure 2 below.

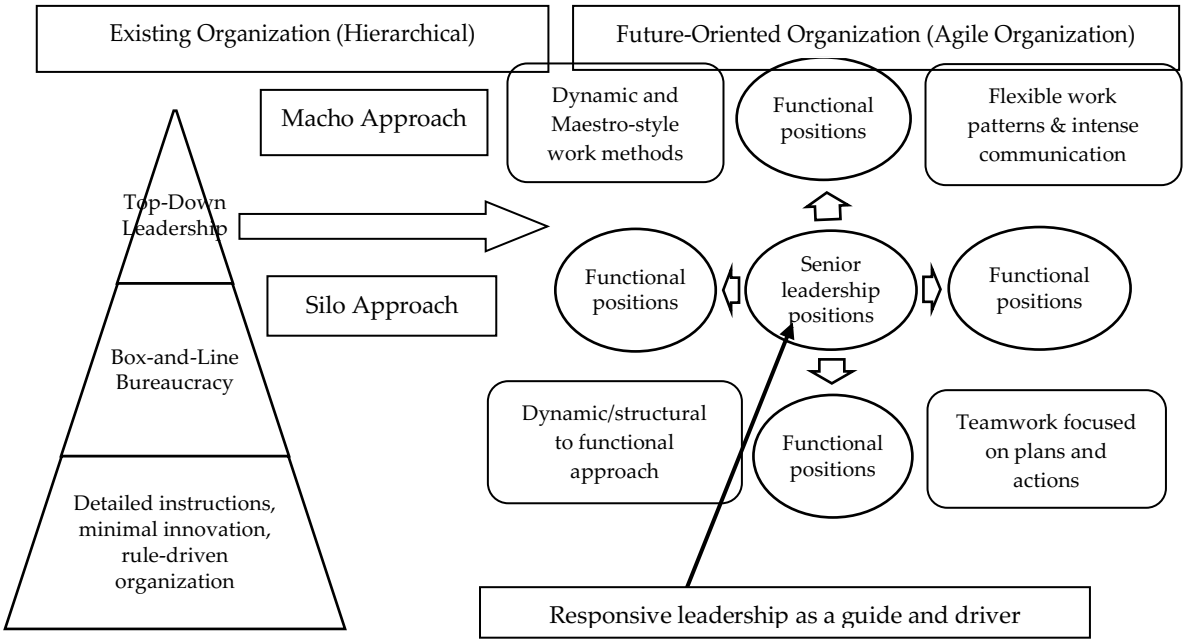


Figure 2. Model of the Transformation of the Concept of an Agile Organization
Source: Adapted from The Five Trademarks of an Agile Organization (Wouter Aghina et al.)

- The top-down approach, which has long been a hallmark of top-down hierarchies much like a machine organization must transform. The top-down approach, which has long been a hallmark of top-down hierarchies akin to a machine organization, must transform into a dynamic and flexible "life organization" that prioritizes expertise and positions leadership with responsive characteristics as a guide and driver situated at the center rather than at the top (macho). Local government leadership is a key variable because, within local government organizations, leadership still plays a dominant role.
- The box-and-line bureaucratic approach transforms into flexible work patterns and intensive communication within a team collaboration focused on plans and actions, leveraging resources.
- A detailed, siloed (rigid) approach to instruction which makes it difficult to act quickly due to being bogged down by convoluted procedures is transforming into a dynamic approach, and on the other hand, organizational formation is not based on a rule-driven organization that is, an organizational structure created by legal regulations but rather on a mission-driven organization, which is a government body structured to carry out the vision and mission of the local government as outlined in the RPJMD for medium-term development and the RPJPD for long-term development.

Conclusion

The institutional transformation model for the Banten Provincial Government is implemented through an approach that is agile, networked, issue-based, thematic, cross-sectoral, people-driven, and locally empowered; and responsive to constitutional mandates (mandatory) and thematic challenges or issues that are sector- and region-specific. Bureaucratic reform policies to date have not been linked to regional competitiveness; therefore, efforts to achieve the "Golden Banten 2045" vision cannot be realized solely through good governance but also require agile governance. This is

supported by innovative, professional, and excellent development that is strategically oriented and responsive to create a world-class bureaucracy in line with professional indices and the merit system.

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