

Adaptive Capacity As a Form of Bureaucratic Reform in Enhancing Tax Services

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ABSTRACT

Reformasi birokrasi menjadi tantangan pemerintah dalam pelayanan untuk masyarakat. Strategi yang perlu dilaksanakan oleh organisasi publik adalah mendorong kapasitas adaptif organisasi penyedia layanan karena tuntutan publik yang massif untuk memperoleh kemudahan dan pelayanan berkualitas. Tujuan penelitian ini untuk menjelaskan dan menganalisis kapasitas adaptif organisasi publik sebagai wujud reformasi birokrasi dalam pelayanan perpajakan di Kota Makassar. Studi ini mengaplikasikan metode kualitatif melalui studi kasus sebagai strategi dengan tipe eksploratif. Informasi diperoleh dari para pemangku meliputi pemerintah daerah, Perbankan, masyarakat dan stakeholders lain yang berkontribusi aktif dan terlibat dalam proses pelayanan perpajakan. Data utama diperoleh dari, wawancara dengan informan, observasi objek penelitian dan penelusuran dokumen yang berkaitan. Analisis interaktif menjadi analisis utama dengan aktivitas mengumpulkan data, mereduksi data, menyajikan data dan menarik kesimpulan. Hasil penelitian menunjukkan bahwa pemerintah daerah telah mewujudkan reformasi birokrasi dan kapasitas adaptif dalam bentuk strategi dan inovasi dalam pelayanan perpajakan berbasis digital untuk meningkatkan kualitas pelayanan pajak. Kapasitas adaptif berkontribusi penting dalam mendorong keberhasilan agenda reformasi birokrasi namun membutuhkan penguatan regulasi lokal

ABSTRACT

Bureaucratic reform is the government's challenge in services to the community. The strategy that needs to be implemented by public organizations is to encourage adaptive capacity because of the massive public demand for convenience and quality services. This study aims to analyze and explore bureaucratic reform and the adaptive capacity of public organizations which act as leading sectors in tax services in Makassar City. This study applies qualitative methods through case studies strategy as an exploratory type. Information was obtained from stakeholders including local government, banking, the community and other stakeholders who actively contribute and are involved in the tax service process. The main data was obtained from interviews with informants, observing research objects and searching for related documents. Interactive analysis is the main analysis with activities of collecting data, reducing data, presenting data and drawing conclusions. The research results show that regional governments have realized bureaucratic reform and adaptive capacity in the form of strategies and innovations in digital-based tax services in order to encourage an increase in Regional Original Income. Adaptive capacity makes an important contribution in driving the success of the bureaucratic reform agenda but requires strengthening local regulations.

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INTRODUCTION

So far, the bureaucracy is expected to be able to transform and adapt in facing various challenges and dynamics of governance in government. In the era of global competition, it can be considered an opportunity and also a challenge where the bureaucracy is expected to be able to adapt to massive changes and innovations. The bureaucracy is expected to transform itself as a government that is responsive and adaptive to the demands of existing situations and conditions. The era of disruption is sweeping the world quickly, it will not survive if it does not change.

One of the issues currently developing is bureaucratic reform as the government's effort to make changes in order to achieve better governance performance of public organizations. Bureaucratic reform is a big step from the government in improving the performance of government governance. One of the agendas for public bureaucratic reform is public services, this is stated in the Minister of State Apparatus Empowerment and Bureaucratic Reform Regulation Number 25 of 2020 concerning the 2020-2024 Bureaucratic Reform Roadmap. The bureaucratic reform agenda focuses on 8 areas of change, namely change management, policy deregulation, organizational structuring, structuring human resource personnel, strengthening accountability, strengthening supervision and improving the quality of public services. This article itself focuses on the area of change, namely improving the quality of public services. Where public services, especially tax services in Makassar City, are the case study for this research. The bureaucratic reform agenda in the eighth area of change, namely improving the quality of public services, requires local governments to transform into adaptive organizations in responding to public demands in improving service quality and ease of accessibility in public services. Therefore, bureaucratic reform is expected to be able to encourage government transformation to become more dynamic, responsive, professional and adaptive.

Bureaucratic reform implemented quite massively by the government is very important to encourage effective and efficient bureaucratic quality. However, this is not easy, because the government's hope of achieving the essence of bureaucratic reform requires the support of public organizations and human resources who have adaptive capacity as basic instruments. In fact, not all local governments are able to encourage adaptive capacity for their organizations to improve the quality of taxation. Public organizations that are able to implement adaptive capacity are organizations that are able to produce innovations in public services to provide quality services to the community.

Organizational development is implicitly and explicitly part of public administration practice. Where Administrators are required to adapt to changes in the organization. Therefore, they must find ways to be adaptive and achieve the desired performance by jointly uniting their vision, motivating organizational members, involving all parties who can help with the problems they face and developing strategic initiatives in bureaucratic reform or the development of public organizations.

Various problems with bureaucratic reform in the area of change which have become strategic issues in Government Regulations, one of which is public services which have so far been ineffective and inefficient. The bureaucracy in Indonesia is still trying to realize ideal good governance. The bureaucracy at both the central and regional government levels still shows various problems being experienced. The problems faced include corrupt behavior, collusion and nepotism, inefficient and effective performance, low quality of human resources, professionalism of ASN, and rigid and inflexible bureaucracy.

On the other hand, public organizations, in this case the regional government, have not been able to encourage organizations as adaptive organizations, especially in public services. Because an adaptive organization will certainly be able to improve service quality through service innovations that are quality and easily accessible to the public. These various problems are a reflection of the current face of bureaucracy. In the context of tax services, various problems faced include the emergence of various public complaints regarding service quality, including difficulty in accessing tax payments, rigid and convoluted service procedures, the quality and competence of human resources of employees providing services, infrastructure and tax service superstructure. inadequate to organizational leadership that is not visionary and innovative in responding to public demands.

As explained above, the research question is what is the adaptive capacity of the Makassar City government in realizing bureaucratic reform in improving the quality of tax services? The aim of this research is to explain and analyze the adaptive capacity of the Makassar City government in realizing bureaucratic reform in tax services.

Literature Review

Bureaucracy Reform

One of the focuses of studies in bureaucratic reform is related to creative capacity and adaptive bureaucracy. Where Thompson (1969) explained that the bureaucracy needs to learn to accept new ideas, concepts and systems to increase its capacity to change and adapt or what is called "innovate". Innovative bureaucracy implies variation, creativity, new thinking and abilities in bureaucratic practice. The innovation approach in terms of bureaucratic reform relies heavily on individuals as the driving force because it relates to the ability of bureaucrats to generate innovation and creativity and this tends to be difficult to realize and risky compared to the private sector (Thompson, 1969). Bureaucratic reform is the government's effort to implement good governance and improve government governance so that it works effectively, efficiently, accountably and responsively. This is due to high public demand for the government to provide quality public policies and services.

Bureaucracy Reform in Indonesia

Bureaucratic reform is no longer just a demand from all elements of society who hope that the bureaucracy and especially the apparatus can be of better quality. Bureaucratic reform has now truly become a necessity for government officials (first wave of reform) and has succeeded in laying the political, legal and economic foundations for democratic life in Indonesia. Various changes in the state administration system were carried out in order to build good governance, but many parties felt that reform in the bureaucratic field was lagging behind reform in the political, economic and legal fields. Therefore, the government reiterates the need to reform the bureaucracy in order to realize clean government and good governance in government administration.

On a national scale, based on the gap between bureaucratic conditions and the conditions desired by society and its development demands, bureaucratic reform is a major change in the paradigm and governance of government and is a big bet for the Indonesian nation in facing current and future challenges. This relates to thousands of government function processes that involve millions of employees and require a large budget. Reorganizing bureaucratic processes from the highest to the lowest level, revising and drafting various regulations, modernizing various central and regional

government policies and management practices, as well as adapting the tasks and functions of government agencies to paradigms, is not an easy job, so it requires extraordinary efforts. This is proven by the slow progress of the bureaucratic reform program to date.

The Urgency of Adaptive Capacity for Public Bureaucracy

Historically, this adaptive capacity approach developed in sociology and organizational management studies which described it as a strategy necessary for the leadership and success of an organization to solve a variety of unexpected problems with potential solutions, and allow for learning and adapting to change (Parsons, 1964; Chakravarthy, 1982; Staber and Sydow, 2002). Meanwhile, the conventional approach to adapting to changes in the organizational environment which tends to lag behind is no longer able to overcome organizational problems so it requires strategies that focus on competency, downsizing activities and strengthening organizational resources (Harrison, 1994).

In organizational adaptation (Smith et al, 2000) considers that there are three important components that must be identified, including: (1) the interest system in the context of adaptation of public organizations related to bureaucratic systems and structures; (2) stimulus; existence of stimulus to support organizational adaptation (3) processes and patterns; related to the processes and work patterns of the bureaucracy in adapting.

A current developing trend is that adaptive capacity studies are often connected to organizational environmental issues, where in the context of public organizations, adaptive capacity can also be used to uncover facts about organizational adaptation to the impact of changes in bureaucratic work culture and cross-organizational performance that require organizations to no longer work alone. in achieving more effective bureaucratic performance. In a competitive bureaucratic environment, adaptive capacity is considered to be an effective alternative strategic approach for organizations to survive with the environment and improve their performance.

The successful practice of private sector organizations in implementing adaptive capacity in responding to change encourages public organizations to adapt various instruments, systems and management from the private sector. Public organizations that are successful in developing adaptive capacity are believed to develop in applying new and sustainable knowledge so that they will leave behind their competitors (Hanssen-Bauer & Snow, 1996; Oliver, 1997).

In a bureaucratic context, adaptive capacity can be used as a strategy to improve efficient and effective organizational performance. Where this adaptive capacity can be seen from various approaches including: a) structuration approach; b) adaptive governance approach; c) Human Resources adaptive performance approach; and d) learning organization approach.

First, the structuration approach is considered a concrete solution that is useful for managing organizations by prioritizing a more efficient structure that focuses on structure, capital and interaction. (Gidden, 1984). Structuration Theory presents weighty and universal ideas regarding the adaptive capacity of organizations in the face of uncertainty because it relates to how to create and manage organizational structures to be adaptive to change..

Second, the adaptive governance approach. Where the dynamics of government governance are full of uncertainty causing the activities of public organizations must run normally not only under normal conditions, but must also be optimal even though changes bring different environmental conditions (Zaenuri, 2014). Adaptive governance is a term that has been used to describe a learning process through observing the environment to carry out certain actions. Adaptive governance is an approach that can be applied by the government in implementing a policy. Then Adaptive governance has a focus that lies on aspects and resources that are important in responding to crises, shaping change, and building resilience to carry out reforms in the organization both internally and in relation to external disturbances. This approach has been designed to help overcome uncertain conditions in a system to anticipate changes that are occurring or will occur (Folke et al., 2005).

Dietz et al (2003) mention internal elements adaptive governance covers availability of information, conflict resolution, encourage regulatory compliance, infrastructure availability, and encourage adaptation. On the other hand, Lacroix (2015) suggests that in adaptive governance has 5 (five) elements, namely; (1) Stakeholders participation in the organization's governance system; (2) social learning through interaction in a group or learning from each other; (3) polycentric governance whose authority is distributed and avoids hierarchical governance; (4) adequate capital such as competence, infrastructure and finance And; (5) leadership innovative and flexible in facing a dynamic environment.

Third, adaptive capacity can be assessed from the adaptive performance approach of HR in organizations to transform in a dynamic organizational environment according to Hesketh and Neal (1999). The adaptive performance of human resources in an organization can be measured by eight elements consisting of: a) Handling the uncertainty of unpredictable work situations; b) Handle emergencies or crisis situations; c) Handle problems well; d) managing work stress; e) learn the latest tasks, technology and procedures; f) implement interpersonal adaptation as a capability; g) demonstrate the ability to adapt to culture; h) shows physical-oriented adaptability as reviewed by (Pulakos et al, 2000). These eight elements are considered comprehensive in assessing the adaptive performance of HR in public organizations.

Fourth, adaptive capacity can be viewed from the learning organization approach. Giezen et al (2015) view learning organization theory as relevant for analyzing and categorizing adaptations experienced by organizations in terms of organizational sustainability. Capacity Adaptiveness is considered as a skill in transformation in the form of real change, where the learning organization approach emphasizes the organization's ability to develop institutions into learning organizations that are a forum for people who continuously increase their capacity to create truly expected results.

Innovation in Public Services As Adaptive Capacity Output

The author views that an adaptive organization is an organization that is capable of generating innovation in public services. This terminology is also known as adaptive innovation. Adaptive innovation tests and tries new approaches in response to environmental changes and public demands. In an environment that demands stability and the public's need to work quickly, adaptive innovation supports public administration by enhancing organizational capabilities in public services and building adaptive capacity simultaneously. In addition, adaptive innovation can help avoid the

fragmentation of experimental practices and systematize innovative actions in government (OPSI, 2021).

Quality public services are largely determined by service management implemented in the bureaucracy. The large public demand for the provision of quality public services forces the government to innovate. Therefore, the innovation approach is considered an important element in the study of public service management because it is considered a fundamental issue at the managerial level of the organization so that quality public services are greatly influenced by the innovation and creativity of its managers (Drucker, 1985; Peters, 1988; Adair, 1990). In creating innovation in public services, internal bureaucratic organizations are required to have various supporting attributes including efficient organizational structure, organizational culture, organizational leadership, organizational environment, professional and adaptive human resources in responding to external and internal issues of public service provider organizations. Furthermore, innovation in public services is a process of discovering new ideas and knowledge which is determined by 3 key elements including actors as innovators, the process of innovating and the results of innovation.

Increasing the Adaptive Capacity of the Bureaucracy in Tax Services

The phenomenon that occurs in our bureaucracy shows that apart from the organizational scope, at the individual level, real and effective innovation is rarely found. Usually individuals involved in the public sector carry out their duties and functions without paying attention to quality performance. It is appropriate, if a public organization succeeds in developing adaptive capacity in facing the complex dynamics of change it faces, then it is believed that the organization has succeeded in producing various innovations in governance activities both in public policy and public services. An innovation will not be able to develop in organizational conditions that maintain the status quo. Therefore, public organizations are required to be free from this in order to innovate.

One area of public service that has great demands for transformation and creating an agile organization in responding to public desires is tax services. Tax services are one of the important elements that influence state and regional development because they have a large contribution to state and regional income. The public often complains about the quality of tax services considering that tax payment processes and procedures are rigid and inefficient and inefficient. Therefore, innovation is needed as a form of bureaucratic reform in developing adaptive capacity in tax services.

Various relevant previous studies include Resia (2018) who conducted research on the government's adaptive capacity in managing resources. The results of this research reveal that a policy that causes change can become an obstacle to the work system. Another research by Darmawan and Atmojo (2020) examined the implementation of the WFH system which created several obstacles in terms of facilities and ASN readiness. So the implementation of WFH for ASN in Indonesia has not been able to run well. Furthermore, research by Anggorokasih (2021) discusses the need for adaptive capacity in the context of the Covid-19 pandemic. In his research, he stated that one of the agencies in the Yogyakarta Special Region Province was required to do something to respond to the Covid-19 pandemic which caused a crisis in government governance as an effort to reduce the spread and impact it had. The main strategy that must be carried out is to increase organizational capacity, carry out supervision, and increase the capacity of leaders.

Likewise research conducted by Eakin et al (2011) regarding a case study of infrastructure sector reform in Norway, and a study of flood water risk management in central Mexico which illustrates several main attributes related to adaptation governance, namely technical and financial capacity; institutional memos, knowledge and learning processes; and its activeness and accountability have been degraded by the existence of new public management reforms. Although there are improvements to specific operational tasks of the public sector in each study, they show that the success of NPM reform requires the core elements of governance that are often found, including a strong institutional framework and accountability. Their analysis illustrates the importance of considering long-term adaptive capacity and short-term efficiency goals in public sector administrative reform.

In reforming the public service bureaucracy, one of the efforts that must be made by the government is to design strategies to deal with the dynamics and complexity experienced by organizations so that they are able to respond to public demands to provide quality, fast and effective services in the current era of digital disruption. One effort to make this happen is by building the adaptive capacity of the bureaucracy. The adaptive capacity approach is important for bureaucracy and public services to realize because this approach is considered the right approach in dealing with changes that occur in response to public demands for providing better services.

Based on the description of previous literature and research, the novelty of this research consists of the novelty of the literature, namely the application of the adaptive governance approach in public services, especially adaptive governance. This paper develops the elements of adaptive governance proposed by Lacroix (2015) that in adaptive governance has 5 (five) elements, namely (1) Stakeholders participation in the organization's governance system; (2) social learning through interaction in a group or learning from each other; (3) polycentric governance whose authority is distributed and avoids hierarchical governance; (4) adequate capital such as competence, infrastructure and finance; and (5) leadership innovative and flexible in facing a dynamic environment. Where in this paper the author adds that adaptive governance does not only contain elements of stakeholder participation, social learning, polycentric governance, adequate capital and innovative leadership. However, it is necessary to emphasize regulatory elements, especially regulations at the local level, namely regional government. Because so far tax regulations have not specifically adapted to regional conditions, so they require regulations that are in accordance with existing conditions in each region.

Regulatory elements are also important for building and designing adaptive organizations and creating an innovation ecosystem in sustainable public services in responding to public demands for service quality. This element was found based on existing conditions in research regarding adaptive governance as a form of bureaucratic reform in tax services in Makassar City.

This adaptive governance approach is considered comprehensive in exploring and analyzing the adaptive capacity of public bureaucracy, especially in tax services and has so far never been carried out in developing countries such as Indonesia. Adaptive governance in the context of this research is interpreted as adjusting the governance of a government institution to environmental changes that continue to occur and in different conditions to be able to provide optimal services to the community. The adaptive governance approach includes elements of

active actor participation, social learning, polycentric governance, adequate capital or resources and good leadership (Lacroix, 2015).

RESEARCH METHODS

This study uses and chooses qualitative. A qualitative approach was chosen in order to explain the phenomenon of tax services in terms of the bureaucratic adaptive capacity approach. Tax services are one of the public services that are considered key to the success of local governments in governance because so far state and regional revenues from the tax sector have been the main pillar that contributes to development. The strategy used is an exploratory case study (Yin, 2009) to be able to explain phenomena according to the context. The case study chosen in this research is regional tax services organized by the Makassar City Government taking into account that Makassar City is a large city and is an economic center in the Eastern Region of Indonesia which has given birth to "Integrated and Digitalized Tax Innovation" (PAKINTA) as a form of the adaptive capacity of the Makassar City Government bureaucracy. Apart from that, the selection of Makassar City as a case study took into account the high level of public complaints regarding tax services in Makassar City which are organized by the Makassar City Regional Revenue Agency.

To explain the adaptive capacity of the bureaucracy in tax services, information exploration was carried out on important informants who participated and contributed actively in the service stages and supported by secondary data obtained from stakeholders in the form of reports, documents and related regulations. The informants for this research include: a) 4 officials and staff of the Makassar City Regional Revenue Agency; b) District and Village Government with 6 people; c) Banking officials and staff totaling 4 people; d) 3 Directors of Regional Owned Enterprises (BUMD); e) 7 regional taxpayers). The informants as mentioned were chosen because they are actors both as implementers and target objects of tax services.

Searching for important and relevant documents, interviewing key actors and observing are part of the main data collection. Observations focus on tangible objects including the process of collecting and paying local taxes. In-depth interviews are aimed at key informants and related documents. Time series and pattern analysis is carried out and combined with interactive and gradual analysis such as collecting data, reducing research data, presenting data information and providing final conclusions referring to Miles et al., (2014)

RESULTS AND DISCUSSIONS

Adaptive capacity in this research is an in-depth analysis based on an adaptive governance perspective, where the form of adaptive capacity of public organizations, in this case regional governments, is innovation that was born in the context of realizing better government governance and public services. Adaptive governance in this research includes elements of active involvement, social learning processes, polycentric governance, adequate capital and leadership aspects as referring to the concept put forward by Lacroix (2015) and adding elements of regulation as reinforcement according to findings that occur in the field.

In tax services in Makassar City, various issues faced include regional tax revenues that are not yet optimal, low taxpayer awareness and compliance, regional tax databases that are not yet integrated and human resources and regulations that are not yet optimal. In order to solve this problem, the Makassar City Government designed a strategy including: a) compiling a profile of all regional taxpayers which is used to determine regional tax potential; b) using digitalization-based information technology (taping box, CCTV) and host to host dissertation applications with Regional Work Units (SPKD) related to regional income; c) compiling a tax database through

integrated and synergistic tax digitization; d) strengthening human resources through training; e) prepare regional regulations and levies that are in accordance with Law Number 1 of 2022 concerning the financial correlation between the central and regional governments which has implications for all types of regional taxation and levies.

To achieve tax service objectives, the Regional Government of Makassar City has created public sector innovation as an effort to improve the quality of regional tax services which is referred to as "Integrated and Digitalized Tax Innovation" (PAKINTA). This innovation is a form of acceleration of bureaucratic reform towards superior City Human Resources with world-class public services from indications of corruption as the mission of the Makassar City Government. This innovation is an absolute reflection of the adaptive capacity of the Makassar City Government bureaucracy in adapting to change and the current era of digital disruption. Based on the results of research regarding tax service innovation viewed from the perspective of adaptive capacity with an adaptive governance approach, the following are the research findings and analysis.

Stakeholders Participation

The element of participation is the main element in the adaptive approach. Multi-actor stakeholder participation in a governance system is important for building trust between stakeholders (Lacroix, 2015). Research findings show that the implementation of PAKINTA innovation involves cross-sectoral stakeholders. For more details, it is shown in the following table:

Table 1.
Stakeholders' Participation in Adaptive Governance in Tax Services

Types of Stakeholders	Actor	Role
Government	<ul style="list-style-type: none"> • Makassar City Regional Revenue Agency • Makassar City PM-PTSP Service • District Government • Village Government • Regional People's Representative Assembly • TNI/Polri • attorney 	<ul style="list-style-type: none"> • Prepare human resources, budget, infrastructure, tax digitalization systems and tools • Preparing a tax database • Implement and supervise the running of the tax service process
Private Sector	<ul style="list-style-type: none"> • Regional owned enterprises • Government and Private Banks (Banking) 	<ul style="list-style-type: none"> • Providing digital payment channels
Civil Society	<ul style="list-style-type: none"> • Taxpayer • Non-Governmental Organization (NGO) • RW/RT • Local Influencers 	<ul style="list-style-type: none"> • Actively participate and comply with tax services • Socialization of innovation and tax compliance
Media	<ul style="list-style-type: none"> • Print and online media 	<ul style="list-style-type: none"> • Socialization of innovation and tax compliance

Source : Makassar government regency (2023)

Based on table 1 above, it shows that PAKINTA's innovation is an illustration of the adaptive capacity and commitment of the Makassar City government to achieve success in the bureaucratic reform agenda in public services. This is in accordance with information from the Secretary of the Makassar City Regional Revenue Agency who stated that:

"The majority of public complaints are regarding accessibility in paying taxes, this makes it difficult and reluctant for them to pay taxes because it is difficult to access them. Therefore, as a leading sector, the Makassar City Regional Revenue Agency is trying to meet these demands to give birth to PAKINTA innovation. This is a manifestation of our commitment to be adaptive to community desires. "Other efforts made include involving various stakeholders to socialize services and tax payments and involving banks to provide a tax payment system that can be accessed anywhere and anytime by the public."

To realize adaptive performance, the participation of various actors including government, private sector, civil society and the main media base in implementing public sector innovation. The involvement of various stakeholders is very important to ensure the success of adaptive governance in the participation element, this is because in governance studies it is believed that the government is unable to work as a single actor in carrying out government governance activities.

Social Learning

The social learning element in adaptive governance emphasizes interaction within a group and sharing knowledge between stakeholders who participate in the adaptive governance approach. This learning encourages effective government governance and maintains innovation and performance progress achieved (Lacroix, 2015). In the context of regional tax services through PAKINTA innovation, the Makassar City government is trying to adapt by involving various stakeholders to share knowledge as a form of social learning. This is because the Makassar City government's resources are limited so it requires sharing knowledge, skills and infrastructure with other stakeholders.

The findings of this study illustrate that the sharing of knowledge that occurred between stakeholders gave rise to development indicators in the birth of PAKINTA innovation as in the table below:

Table 2.
Social Learning in Adaptive Governance in Tax Services

No	Social Learning Output
1	Online Registration of New Taxpayers
2	Digital Self Assessment Tax Reporting (SPTPD Online)
3	Facilitate QR Code crazy Tax payments (QRIS and Virtual Account) on SKP-D and SPPT PBB
4	Expansion of digital payment channels to provide easier access for the public to pay taxes

Source : Makassar Government Agency (2023)

Table 2 above shows that there has been a process of learning interaction (social learning) between the stakeholders involved in the PAKINTA innovation as a concrete illustration of the adaptive capacity of the Makassar City government bureaucracy in regional tax services. Various meetings initiated by the Makassar City government empowered and involved other stakeholders to play an active role and share knowledge to encourage the PAKINTA innovation concept so that it could be applied.

These findings are in accordance with the results of interviews with Regional Revenue Agency staff who explained that social learning and sharing knowledge with the community was carried out using socialization methods through online media and face-to-face socialization with the community to explain the procedures and stages of service and tax payments using the PAKINTA system. PAKINTA's innovation is a manifestation of the Makassar City government's adaptive capacity in providing quality and easily accessible tax services to the public. This is a form of bureaucratic reform in the field of public services.

Polycentric Governance

In the adaptive governance approach, polycentric system elements or models are more effective, adaptive and useful than hierarchical (top-down) governance. A polycentric system is interpreted as a system whose authority is spread across the bodies that are formed. In other words, all departments have the same authority with different tasks (Lacroix, 2015). In the context of regional tax services through the PAKINTA innovation, the Makassar City government has distributed and presented tasks to regional apparatus organizations (OPD) to carry out activities in accordance with their responsibilities and functions in encouraging quality tax services that are easily accessible to all levels of society in order to realize adaptive governance. in the management of tax services in Makassar City.

Figure 1.
Development of Additional Tax Service Payment Channels

TAHUN ANGGARAN 2021		TAHUN ANGGARAN 2022	
KANAL PEMBAYARAN	REALISASI	KANAL PEMBAYARAN	REALISASI
LOKET/TELLER/ KANTOR POS	180.010.692.403,00	E-COMMERCE (GOPAY/ SHOPEE/TOKOPEDIA)	11.620.308.324,00
TOTAL	180.010.692.403,00	QRIS	622.223.917,00
		INTERNET/MOBILE/ SMS BANKING	797.896.709,00
		ATM	23.578.131,00
		KANAL PEMBAYARAN LAINNYA (INDOMARET/KANTOR POS/TELLER)	200.097.181.932,00
		TOTAL	213.143.189.013,00

Source : Makassar City Regional Revenue Agency (2023)

Quality tax services and easy accessibility for the community also have an impact on increasing Original Regional Income in Makassar City. This is shown by the tendency for tax payments made by the majority of people to make payments via online-based payment channels as explained by the staff of the Makassar City Regional Revenue Agency. The community responded positively to the steps taken by the Makassar City Government which provided payment channels and intensive outreach to the community regarding services and payment of local taxes which was explained by one restaurant business owner in Makassar City who explained that "the many payment channels and applications provided by The Makassar City government makes it very easy to pay taxes unlike in previous years.

Adequate Capital

The fourth element in adaptive governance according to Lacroix (2015), which is also important for an adaptive system, is the existence of adequate capital. However, what needs to be understood is that there is a lot of capital owned by the government, namely human, social, natural, financial and physical. Each capital has certain aspects such as knowledge, skills,

competence, connections, trust, infrastructure and finance. In the context of regional tax services through PAKINTA innovation in the Makassar City Government, budget limitations and the quality of human resources are the main obstacles in maximizing PAKINTA innovation as a form of adaptive capacity. This is in accordance with the findings of an interview with the Head of the Makassar City Regional Revenue Agency who explained that "even though the budget and human resources are limited, we are still trying to innovate by creating PAKINTA. In the future, there will of course be an increase in the budget and an increase in the competency of tax service human resources so that this innovation is sustainable.

Leadership

Leadership is an important part of adaptive governance in the adaptive governance approach (Lacroix, 2015). Apart from that, leadership is also an important element in providing the innovation and flexibility needed to face an environment that continues to change. This element of adaptive governance in research findings shows that the leadership of the mayor of Makassar as a policy maker has supported PAKINTA innovation as a form of adaptive capacity, however this form of commitment and support requires a more concrete form in the form of regional regulations regarding PAKINTA innovation so that it can maintain the sustainability and development of innovation as a form of adaptive governance.

Local Regulations

Research findings obtained from in-depth interviews with the secretary of the Regional Revenue Agency show that the problem currently faced by leading sector organizations in tax services is the absence of regulations at the local level that regulate the system and mechanism for collecting and serving regional taxes. Even though this point is very important for making regional regulations. Each region has different tax potential according to its potential. So far, the majority of tax regulations have been at the central government level, so regions have had difficulties in maximizing potential and tax services.

Regulations are a key element in public policy and services, especially in local regulations because regulations are the initial foundation and basis for local governments to create an adaptive bureaucracy. Adaptive bureaucracy is of course based on existing conditions in the field where the social, economic and cultural conditions of society are of course different from each other in each region. Therefore, this element of local regulation is a finding and novelty in this research on tax services in Makassar City.

CONCLUSIONS

Adaptive capacity is an urgent matter that must be carried out by bureaucracy at various levels, both central government, regional government and even village government. The aim of bureaucratic reform and adaptive capacity is none other than so that organizations are able to respond and adapt to various changing issues that occur, so that organizational performance can be better. Organizational development requires a long process and must emphasize "sustainability". Various empirical experiences of public organizations in relation to adaptive capacity show that changes in the organizational environment must begin with consideration of structures at each level of the organization that have the responsibility, power and legitimacy to respond to the challenges of change.

In order to respond to public demands, the government responded by carrying out bureaucratic reform which the author considers to be a form of comprehensive (radical) change. However, the various steps taken by the government to adapt to change in the form of designing organizations to have adaptive capacity are still not in line with expectations. Various obstacles

faced, including the mindset of bureaucrats, commitment of organizational leaders, accountability, professionalism, are still found in the era of bureaucratic reform because it does not focus on the substance of bureaucratic problems, so bureaucratic reform seems counter-productive to the desired agenda. Therefore, in order to create a bureaucracy that has adaptive capacity, the development of future bureaucratic practices must consider various aspects of strengthening organizational capacity, such as resources, structure, a bureaucratic system that is flexible in dealing with changes that occur which are certainly useful in realizing good governance. An adaptive organization will certainly improve the quality of collaboration and interaction between organizations in today's adaptive governance. On the other hand, future adaptive capacity will be useful in the development of public administration science, especially in the study of public organizations and bureaucracy. Where adaptive capacity studies will create a bureaucracy that is more effective and efficient in facing various challenges and changes.

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