International Journal of Islamic Education, Research and Multiculturalism
IJIERM
Published by: The Islamic Education and Multicultural Fondation
P-ISSN :2656-3630 | E-ISSN: 2722-7049

Vol. 8 No. 3, September – December, 2026
Page: 1521 – 1545
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DOI: https://doi.org/10.47006/ijierm.v8i3.916
Journal Homepage
https://journal.yaspim.org/index.php/IJIERM/index

TRANSLATING REGULATORY MANDATES INTO INSTITUTIONAL AGILITY IN INDONESIAN LOCAL GOVERNMENT: AN INTEGRATIVE REVIEW

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Received: 12 September 2026 Accepted: 20 November 2026 Published: 27 November 2026

Abstrak

Kewajiban penataan perangkat daerah, penyesuaian sistem kerja, integrasi digital, dan akuntabilitas kinerja tidak selalu menghasilkan perubahan organisasi yang sejalan. Penelitian ini mengkaji bagaimana mandat regulasi diterjemahkan menjadi kemampuan adaptif dalam organisasi pemerintah daerah Indonesia. Penelitian menggunakan tinjauan literatur integratif terhadap artikel ilmiah yang relevan serta analisis isi terhadap delapan instrumen regulasi yang berkaitan dengan struktur, proses kerja, layanan digital, dan evaluasi kinerja. Sintesis literatur menunjukkan bahwa penerimaan kewajiban formal dapat berlangsung tanpa perubahan yang sepadan pada koordinasi dan praktik organisasi. Analisis regulasi mengidentifikasi mandat yang saling berhubungan, tetapi tidak dengan sendirinya menyediakan mekanisme penyatuan pelaksanaannya. Atas dasar kedua sumber tersebut, penelitian mengembangkan Regulation-Driven Institutional Agility (RDIA) sebagai proposisi konseptual: kemampuan penerjemahan regulasi menghubungkan kewajiban hukum dengan konfigurasi enam kemampuan kelembagaan melalui proses identifikasi, penafsiran, penyelarasan, rekonfigurasi, dan pelembagaan. Penelitian juga mengusulkan profil kematangan kelembagaan yang dapat berbeda antardimensi, dengan legalitas, akuntabilitas, dan akses publik sebagai batas evaluasi. Kerangka RDIA merupakan kontribusi analitis untuk menilai proses implementasi mandat yang bersamaan, bukan model kausal atau instrumen kinerja yang telah tervalidasi secara empiris.

Kata Kunci: Implementasi Kebijakan; Kelincahan Kelembagaan; Nilai Publik; Pemerintah Daerah; Penerjemahan Kelembagaan; Penerjemahan Regulasi

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Abstract

Local government organizations must implement concurrent mandates on organizational structure, work systems, digital integration, and performance accountability, yet formal compliance does not establish whether their routines have become more adaptive. This study examines how regulatory mandates may be translated into institution-wide capabilities in Indonesian local government. It undertakes an integrative review of relevant published research alongside content analysis of eight Indonesian regulatory instruments governing organizational arrangements, work practices, digital government, and accountability. The reviewed studies document variation in organizational responses, coordination, readiness, and the embedding of reform in everyday practices. The regulatory analysis identifies distinct but interdependent formal requirements; neither body of material establishes a direct causal effect of compliance on public performance. Building on these observations, the article proposes Regulation-Driven Institutional Agility (RDIA), in which regulatory translation links mandates to six distinguishable organizational capabilities, subject to institutional fit and public-value safeguards. A four-profile maturity diagnostic is offered as a provisional, non-linear application rather than an empirically validated scale. The contribution is a bounded account of how legally constrained organizations may coordinate overlapping mandates, with the proposed mechanisms and outcomes requiring comparative empirical testing.

Keywords: Institutional Agility; Institutional Translation; Local Government; Policy Implementation; Public Value; Regulatory Translation

INTRODUCTION

Indonesian local governments confront an institutional problem that is not captured by the number of offices or the formal allocation of functions. The same national mandates may be adopted through similar documents and structures while producing different capacities to coordinate services, revise workflows, and remain accountable to citizens. Comparable compliance, for the purposes of this article, refers to documented fulfilment of the same applicable legal requirements; it does not imply equivalent resources, leadership, digital readiness, or service demand. Research associates local government innovation with development indicators while also identifying substantial regional variation (Hilmawan et al., 2023). The analytical question is therefore not whether regulation matters, but how an organization moves from formally receiving a mandate to changing the way decisions and services are organized. Any account of this transition must distinguish the work of translating requirements from alternative explanations such as fiscal capacity, managerial capability, and institutional readiness.

This problem arises within an overlapping regulatory architecture. Government Regulation No. 18 of 2016, amended by Government Regulation No. 72 of 2019, structures regional apparatus, while Minister of Home Affairs Regulation No. 99 of 2018 provides

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for the guidance and control of its arrangement. Minister of PANRB Regulation No. 7 of 2022 addresses work systems after bureaucratic simplification; Presidential Regulation No. 95 of 2018 addresses electronic-based government, and Presidential Regulation No. 82 of 2023 concerns accelerated digital transformation and integrated national digital services. Planning nomenclature and accountability evaluation introduce further requirements. These instruments address different objects and operate under distinct responsibilities. A government may revise its formal structure, retain sequential approvals, introduce separate applications, and report performance without connecting the changes. The practical difficulty is to identify where mandates create conflicting decision rights, parallel workflows, or gaps between reported outputs and citizens' experience (Harahap, 2021). A legal analysis of central–regional planning and budgeting examines the relationship between formally prescribed coordination and the practical alignment of government plans and resources (Dewi, 2024).

Existing research illuminates important parts of this puzzle without permitting an assumption that they are wholly disconnected. Adnan et al. (2021) examine conditions for adopting open-government technology; Afandi et al. (2023) explain how mandated collaboration depends on relationships and management across actors; and Ridwan et al. (2025) discuss barriers to agile governance in regional apparatus. The research on public-sector dynamic capabilities connects policy capacity with learning and adaptation (Kattel & Mazzucato, 2018), while Guenduez and Mergel (2022) directly address managerial capabilities and readiness in smart-city transformation. Nielsen et al. (2020) further clarify how management ideas are translated at more than one institutional level. These approaches already explain parts of coordination and organizational response. What remains less explicit in the studies brought together here is the sequence by which several legally distinct mandates are jointly interpreted, converted into cross-unit arrangements, and embedded without weakening authority and public accountability. The proposed contribution is to specify that sequence, not to claim that earlier studies ignored adaptation or readiness.

This article asks: how can concurrent regulatory mandates be translated into institution-wide agility in Indonesian local government, and under what conditions would that translation fail to improve public outcomes? It advances Regulation-Driven Institutional Agility (RDIA) as a conceptual explanation linking regulatory interpretation, organizational embedding, and the configuration of six capabilities. Regulatory–institutional fit is treated initially as a condition shaping implementation; it may subsequently change as organizations reconfigure, an issue for empirical inquiry. The analysis distinguishes capability indicators from downstream performance and distinguishes legality and public-value safeguards from evidence of actual public

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benefits. Its separate practical contribution is a provisional diagnostic for identifying disconnected decision rights, workflows, digital systems, and accountability information. This inquiry contributes to debates on public-sector reform, institutional diversity, and equitable access to services in geographically and socially varied local governments. The framework is a set of testable propositions, not a finding that compliance necessarily generates performance.

LITERATURE REVIEW

Institutional theory explains why formal adoption and effective organizational change need not coincide. Public organizations respond to legal authority, professional expectations, and competing institutional logics; these pressures can secure legitimacy while leaving established routines largely intact. Studies of public reform point to conflicts among institutional demands (Rossi et al., 2026), and research on policy–practice decoupling indicates that acceptance of a compulsory framework need not imply alignment with its substantive aims (Zomer et al., 2024). These findings justify examining the point where compliance is translated into practice rather than taking adoption as evidence of institutional agility. They do not, however, establish that translation alone determines success: resources, leadership, prior routines, and implementation opportunities may independently shape the response. A doctrinal discussion of nonprofit foundations similarly distinguishes organizational flexibility from the legal purposes and accountability obligations that constrain it (Haris, 2024). This sectoral comparison illustrates a normative boundary rather than an observed pattern of local-government agility.

Institutional translation identifies the actors and interpretive work through which mandates acquire operational meaning. Nielsen et al. (2020) describe translation at institutional and organizational levels, while Hultin et al. (2021) show how everyday routines and material practices reshape managerial ideas. RDIA develops this account for concurrent legal requirements: officials may interpret the purposes of different rules, teams may negotiate compatible processes, and designated units may coordinate implementation. Those actions constitute an organizational capability only when their results persist beyond particular individuals or projects, as evidenced by assigned authority, repeatable procedures, interoperable information, routine review, and documented accountability. Where interpretation remains isolated within a unit, translation may occur without an institution-wide capacity for reconfiguration. The distinction between local interpretive activity and durable organizational capability is therefore central to the framework.

Dynamic capabilities research complements this explanation by addressing how organizations sense change, mobilize responses, and reconfigure resources. In government, the relevant objective is not private competitive advantage but the lawful coordination of collective tasks and generation of public benefits (Kattel & Mazzucato, 2018; Mazzucato & Kattel, 2020). RDIA does not relabel established sensing and

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transformation processes as a new discovery. It specifies a regulatory context in which interpretation and cross-mandate alignment precede reconfiguration, while institutionalization is the distinct observable point at which a change becomes a stable, reviewable routine. Institutionalization is evidenced, for instance, when a revised approval pathway is adopted in operating procedures, reflected in information systems, assigned to accountable officers, and monitored after initial implementation. A temporary task force or pilot does not meet that test merely because it produced an innovative response.

Project-level agility and institutional agility must also be distinguished. Agile projects can rely on experimentation, iterative feedback, and relatively small teams, as illustrated in the experiences discussed by Soe and Drechsler (2018); their success does not demonstrate that the surrounding bureaucracy can modify its ordinary responsibilities and workflows. Institutional agility describes the capacity of the organization to coordinate change across structures, decisions, collaboration, technology, and performance information while preserving legal responsibility. This capability can coexist with necessary controls and differentiated approval procedures. It should be assessed through documented cross-unit practice, not through the speed of a single project or an unqualified preference for discretion.

Regulatory–institutional fit describes the compatibility between an initial mandate and the organization's existing legal functions, staff capabilities, technologies, coordination arrangements, and service needs. As a baseline condition, it may alter the effort required to translate a new rule; after implementation, revised arrangements may improve or deteriorate fit. These temporal meanings must be measured separately. Likewise, alignment refers to an interpretive activity during translation, whereas regulatory alignment is an enduring institutional capacity to keep related mandates, decisions, processes, and accountability mechanisms coherent. Public value has two distinct roles: safeguards such as lawful authority, transparency, fairness, and accessibility constrain acceptable adaptations, while experienced service quality and equitable outcomes are downstream results requiring independent evidence from users or stakeholders (Grant, 2021; Osborne et al., 2022). A rapid workflow can therefore be agile without being demonstrably beneficial to the public.

The resulting propositions are deliberately bounded. First, where authority and resources permit, coordinated interpretation of concurrent mandates is expected to support more durable cross-unit routines than isolated adoption. Second, baseline regulatory–institutional fit and managerial readiness may condition that relationship, while subsequent reconfiguration may itself alter fit (Guenduez & Mergel, 2022). Third, coherent organizational capabilities are expected to support adaptation, provided risk controls and accountability remain effective. Fourth, adaptation may contribute to improved public performance, but the relationship is contingent on service demands, equity, user access, and external conditions; neither capability nor a maturity label establishes that outcome. Fifth, regulatory alignment, structural agility, process and

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decision agility, collaborative agility, digital agility, and performance agility are proposed as related but distinguishable organizational capabilities. In this formulation, performance agility concerns the organizational use of performance feedback; public organizational performance refers to independently assessed changes in service results. The propositions identify relationships to investigate and circumstances that could disconfirm them.

RESEARCH METHODS

This study employs an integrative review combined with regulatory content analysis to develop the Regulation-Driven Institutional Agility (RDIA) framework for Indonesian local government. The analysis draws on relevant academic literature addressing institutional translation, dynamic capabilities, policy implementation, bureaucratic reform, digital governance, collaboration, and organizational performance, alongside eight Indonesian regulatory instruments governing regional apparatus, administrative work systems, digital transformation, and accountability. The unit of analysis focuses on organizational mechanisms through which regulatory mandates are interpreted and translated into institutional practices, with public officials and administrative units examined as actors involved in this process. The literature was assessed according to research settings, methodological approaches, principal findings, and contextual limitations, while regulatory documents were examined based on their official provisions, issuing authorities, amendments, institutional obligations, and scope of administrative discretion. These materials provide the conceptual and normative foundations for developing the proposed framework.

The analysis was conducted through thematic categorization, cross-source comparison, and theoretical integration to identify relationships between regulatory translation capability, institutional agility, organizational adaptiveness, and public performance. Evidence from qualitative, quantitative, and conceptual studies was interpreted according to its methodological scope, while regulatory provisions were used to identify legal requirements rather than establish implementation outcomes. Evidence and regulatory extraction matrices were employed to distinguish documented findings, conflicting interpretations, and conceptual propositions, including the contextual conditions affecting their applicability to Indonesian local governments. The synthesis also considered differences in organizational capacity, institutional arrangements, and administrative discretion when interpreting findings across sectors and jurisdictions. As the available research records do not document reproducible search procedures, screening results, or independent coding, the study does not claim systematic completeness or empirical validation. The analysis relies exclusively on published

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materials without involving human participants, while the proposed RDIA framework remains subject to further empirical examination.

RESULTS AND DISCUSSION

From Regulatory Compliance to Regulatory Translation

The legal instruments examined regulate separate components of local-government organization. Rules on regional apparatus concern the distribution of functions and structural responsibilities; the post-simplification work-system regulation concerns mechanisms and business processes; digital-government rules concern integration and interoperability; and accountability instruments assess reported performance. Their coexistence provides a common formal environment, but it is not evidence that agencies possess equivalent implementation capacity. The Indonesian performance-management literature illustrates how management and institutional work affect the embedding of externally required systems (Siti-Nabiha & Jurnali, 2020; Harahap, 2021). The defensible conclusion is narrower than a causal claim: formal adoption is an insufficient indicator of whether changed procedures, decision rights, data flows, and feedback mechanisms have been integrated.

Concurrent mandates place competing demands on the same officials, resources, procedures, and digital systems. Research on multiple policy requirements in schools shows that new directives may interact with settled routines rather than replace them (Waslander et al., 2023); this is an analytical analogy, not direct evidence of regional-apparatus behavior. Its transfer is plausible only where an Indonesian organization similarly experiences shared personnel, overlapping functions, and established routines. Regulatory intermediary research identifies interpretive and coordinating roles between policy design and implementation (Abbott et al., 2017). In RDIA, fragmentation is therefore examined through observable mismatches: a revised structure with unchanged approval authority, digital applications without shared data standards, or common targets without a designated cross-unit process owner. Each mismatch is a testable condition, not a claim that all local governments experience it.

Regulatory translation capability is proposed as the mechanism linking legal requirements to organizational practice. Sensing identifies relevant changes in law and public need; interpretation identifies the obligations and room for administrative judgment; alignment reconciles concurrent demands; reconfiguration adjusts authorized roles, decision pathways, and systems; and institutionalization records the change in repeatable procedures and supervision. The order is analytical rather than mechanically sequential: interpretation may expose further regulatory tensions, and implementation feedback may require renewed alignment. Accounts of frontline implementation show that actors interpret and legitimize change while managing competing demands (Bakkeli, 2023). Those accounts support the importance of agency, but whether the resulting practices extend across a government organization remains an empirical question. Table 1 specifies possible documentary indicators and failure points.

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Table 1. Regulatory Translation Capability Mechanism

Stages	Analytical Questions	Potential documentary/operational evidence	Risks when Weak
Regulatory Sensing	What changes are happening and what questions are to be answered?	Log of legal changes, service complaints, risk signals and performance gaps	Late response; changes only follow administrative instructions
Interpretation	What are the substantive consequences of the mandate on the organization?	Documented legal interpretation: binding duty, affected authority and permissible discretion	Norms are understood textually without changing the way they work
Alignment	What mandates should be aligned?	Cross-mandate map of responsibilities, business processes, resources and reporting obligations	Rule conflicts, parallel systems, and fragmentation
Reconfiguration	What needs to be changed for the mandate to work?	Authorized changes to delegations, routing of decisions, data flows and review points	New structure maintains bottlenecks and old routines
Institutionalization	How does change become organizational practice?	Repeated SOP use, assigned owners, system configurations, audit trail and feedback reviews	Changes of an episodic or ceremonial nature

Source: Processed by Author, 2026

For institutional designers, the immediate implication is to examine a mandate alongside the processes it affects. An organizational unit tasked with restructuring should map authority, workload, budget dependencies, digital interfaces, and performance responsibilities before recommending changes. The policy-capacity literature treats competencies and resources as distributed across individuals, organizations, and systems (Lawrence et al., 2020). RDIA takes this observation as a condition for translating rules, not as evidence that reorganization necessarily improves outcomes. A practical diagnostic can compare a formally revised job structure with the actual routing of decisions and service information; gaps indicate where further investigation is warranted.

Institutional Agility as a Six-Dimensional Configuration

Institutional agility is proposed as a configuration of distinct capabilities rather than the speed of an agency's response. Public organizations cannot treat faster decisions

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as improvements when authority, traceability, equitable access, or fiscal controls deteriorate. Research on public-sector ambidexterity indicates that innovation and efficiency depend on combinations of organizational arrangements rather than one universal form (Cannaerts et al., 2020). RDIA interprets that configurational insight within legal constraints. The six dimensions below are potential components of institutional agility, but their boundaries and measurement properties have not yet been empirically established.

Regulatory alignment is an organizational capacity to maintain coherence among legal authority, assigned functions, business processes, and accountability instruments; it differs from alignment as the activity undertaken during translation. Structural agility is the capacity to vary authorized work arrangements without obscuring formal responsibility. Neither requires continuous restructuring. Evidence from Dutch public-service authorities associates innovation and optimization with different institutional configurations (Gieske et al., 2020), but its transfer to Indonesian regional apparatus depends on comparable discretion over staffing, functions, and inter-unit processes. Here, diagnostic evidence would include mapped mandates, delegated decision rights, identified process owners, and procedures for resolving inconsistent interpretations.

Process and decision agility concerns the ability to adjust workflows and authorization pathways proportionately to administrative risk. Fewer handovers or shorter processing times may signal procedural change, but not necessarily lawful or fair decisions. Agile and adaptive governance research identifies the need to balance decentralized action with coordination and adequate analysis (Janssen & van der Voort, 2020). RDIA consequently treats decision latency and cycle time as capability indicators only when accompanied by verified responsibility, sufficient review, and safeguards for consequential decisions. Any claim of service improvement would require independent information about errors, appeals, accessibility, and users' experiences.

Collaborative agility concerns the coordination of legally distinct organizations or units around a common service problem. It is observable through agreed process ownership, data-sharing responsibilities, shared review arrangements, and mechanisms for resolving disagreements, not merely through the establishment of a committee (Garnita et al., 2024).. Cross-sector collaboration can require simultaneous experimentation and integration into established practices (Page et al., 2021). In regional government, the presence of several institutions with separate mandates makes these tensions likely to be relevant, although their precise form must be investigated in the relevant service context. Collaboration is institutionally agile only where interdependent work can be adjusted without transferring responsibility beyond the powers permitted by law (Zuhdi, Saputra, et al., 2025).

Digital agility refers to the capacity to redesign authorized procedures and information flows through interoperable systems. Scanning paper forms into applications is not equivalent to transforming services when approvals and data entry remain fragmented. Research distinguishes digital transformation from basic digitization because the former concerns organizations, processes, and stakeholder relationships

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(Mergel et al., 2019). In Indonesia, the SPBE framework and the subsequent integration agenda supply important normative context, but they cannot establish whether local systems interoperate in practice. Observable capability indicators should therefore concern the reuse of verified data, integration of work stages, maintenance of audit trails, and the organization's ability to adapt a workflow without multiplying applications.

Performance agility is defined narrowly as a capability to collect, interpret, and act upon performance information when revising organizational routines. Its indicators include documented feedback review, traceability between legal mandates and performance measures, and changes made in response to verified operational problems. This differs from organizational adaptiveness, which concerns demonstrated reconfiguration in response to changing conditions, and from public organizational performance, which concerns independently observed service results. Research on performance information use shows that the purposes and forms of use vary within public organizations (Choi & Woo, 2022). The three constructs must therefore be measured with non-identical observations to prevent circular reasoning.

The dimensions are expected to interact, but none should be used as a proxy for all others. A digital platform may connect records while authorization still passes through several offices; a cross-unit team may work quickly but lack an agreed owner for a legally consequential decision. These are contrasting profiles, not anomalies that invalidate the concept of agility. Table 2 sets out indicators for each capability; a future validation study should assess their distinctiveness, feasibility, and relationship to independently measured outcomes. At this stage the table is a proposed diagnostic specification, not a tested scale.

Table 2. Dimensions and Indicators of *Regulation-Driven Institutional Agility Diagnosis*

RDIA Dimensions	Core Capabilities	Diagnosis Focus	Proposed indicators (capability, not outcome)
Regulatory Alignment	Unify the implications of various regulatory mandates into a consistent organizational design	Alignment of rules, functions, processes, and outcomes	Mapped mandates; recorded resolution of conflicting interpretations; updates of policy-to-process maps
Structural Agility	Maintain formal accountability while allowing for role flexibility and cross-functional work	Structure, authority, and role distribution	Documented authority for flexible roles; recurring cross-unit assignments; clear accountability and workload records

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Process & Decision Agility	Shorten workflows and accelerate decisions in proportion to risk	Process flows and decision architecture	Approval steps; decision-routing records; cycle time interpreted alongside errors, appeals and control quality
Collaborative Agility	Orchestrate outcomes that require the contribution of multiple units or actors	Horizontal coordination and ownership of outcomes	Assigned cross-unit process owners; joint decisions; documented data-sharing responsibility and dispute resolution
Digital Agility	Using technology and data to transform processes and decision quality	Interoperability and digital integration	Interoperability tests; verified data reuse; integrated processes and maintained audit logs
Performance Agility	Using performance information as a basis for learning and reconfiguration	Mandate, output, outcome, and feedback relationships	Recorded review of indicators and complaints; documented changes to routines following performance feedback

Source: Processed by Author, 2026.

Regulatory Compliance–Institutional, Adaptivity, and Public Value

Regulatory–institutional fit is best treated as a contingent condition rather than a guarantee of effective implementation. The same mandate may be easier to translate when an agency already has relevant staff, interoperable systems, and established coordination routines. Studies on smart-city change emphasize readiness and managerial capabilities (Guenduez & Mergel, 2022; Roziqin et al., 2026). Such evidence provides plausible alternative explanations for differences among agencies that appear equally compliant. RDIA should consequently be examined alongside baseline resources, managerial action, political support, and prior organizational experience, not presented as an exclusive explanation of variation.

This conformity brings attention to human capabilities as a condition that penetrates all dimensions of RDIA. *Regulatory alignment* requires an apparatus that is able to read the substantive objectives of regulations and relate them to organizational functions; *process agility* requires the ability to map workflows and risks; collaboration requires the ability to manage dependencies across units; while *digital* and *performance agility* presupposes the ability to understand data and turn information into decisions. Human capabilities are therefore not enough to be built through training on the content

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of regulations. More important capabilities are in *regulatory sensemaking, process modelling, data literacy, collaborative problem solving,* and *performance dialogue*. Evidence on the transformation towards artificial intelligence-based public administration shows that apparatus acceptance of technology is related to their perception of the benefits, consequences, and capabilities of technology, while experience and familiarity with technology increases willingness to support its use (Ahn & Chen, 2022). For RDIA, the findings make it clear that technological and regulatory changes have a human dimension that cannot be replaced by formal design. Organizations can have new structures and systems, but still work according to old routines when apparatus does not have the ability to use these changes as problem-solving instruments (Supriadi, 2024).

Risk governance is an independent constraint on institutional flexibility. Shorter approval chains can be beneficial in low-risk routine services but create unacceptable exposure when decisions affect public finances, legal entitlements, privacy, or vulnerable groups. Research on interactive control systems shows that uncertainty requires judgement and continuing oversight, not only formal indicators (Kominis et al., 2022). Accordingly, a capability profile should record the level of delegation and the quality of controls together (Zuhdi et al., 2026). An apparent increase in processing speed cannot be counted as a public performance gain without information on errors, contestability, lawful review, and distributional consequences.

Institutional conformity also has a time dimension. Regulations that are substantively rational can result in weak change when an organization receives several major reforms in a row before the previous changes have a chance to stabilize. Structuring, work system changes, digital integration, and performance mechanism updates take different times to translate into routines. If the entire agenda moves simultaneously without a clear order of dependencies, organizations can form parallel procedures, increase the burden of transition, and make it difficult for the apparatus to distinguish between old practices that must be discontinued from new practices that must be maintained. Research on repetitive reorganization has found that the intensity of change can result in *change fatigue*, with uncertainty and workload being important mechanisms that explain the emergence of resistance to subsequent changes (de Vries & de Vries, 2023). RDIA refers to this problem as temporal fit. The practical implication is not to slow down reforms, but rather to regulate their order: clarity of roles precedes decision redistribution, standardization of processes precedes automation, data integration requires common standards before interoperability, and performance baselines need to be available before structural changes are judged successful.

Variations in community needs give another dimension to *regulatory-institutional fit*. National regulations can set uniform standards and directions, but local governments are faced with service conditions, technology access, user capacity, and community need that are not always the same. These variations do not justify deviations from legal obligations; it determines how these obligations need to be operated so as not to produce services that are administratively available but substantively difficult to access. This problem can be seen in digital transformation. Research on *smart city* policies in

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Tangerang involving 400 respondents in 13 sub-districts found that the digital divide is a real problem for local governments when technology-based services must still respond effectively and inclusively to the needs of the community (Aditya et al., 2023). The findings expand the definition of fit in RDIA from internal organizational fit to fit between institutional capacity and service environment. Digitalization that shortens the processing time for one group of people can create new barriers for other groups when access, literacy, or user needs are not taken into account in service design.

Public value safeguards are conditions that every proposed organizational change must satisfy, including legality, reasoned accountability, access, transparency, non-discrimination, and proportional control. These safeguards differ from public value outcomes, which may include improved service reliability, reduced exclusion, greater responsiveness, or trust and must be assessed through independent administrative or user evidence (Grant, 2021; Osborne et al., 2022). A local government with interoperable records and shorter decision times may remain weak in service accessibility; RDIA would describe its digital and process capabilities as relatively developed while reporting the access deficit separately. This counterexample prevents efficiency measures from being mistaken for public value (Zuhdi, Suparman, et al., 2025). The legal literature on public service obligations assigned to state-owned enterprises illustrates the need to reconcile legally established welfare objectives with institutional and financial constraints (Anggara, 2024).

Taken together, baseline fit, staff capability, risk, sequencing, and public value clarify when the RDIA pathway may weaken. For instance, interpretation can be accurate but fail to produce institutionalization when resources are insufficient; digital integration can coexist with poor access; and rapid reconfiguration can cause change fatigue when reforms overlap (de Vries & de Vries, 2023). These conditions are not merely implementation inconveniences: they specify evidence that could challenge a simple claim that translation always increases agility or that agility necessarily improves performance. Table 3 records the analytical role of these conditions as proposed moderators and normative safeguards.

Table 3. Reinforcement Conditions and Normative Boundaries in the RDIA Framework

Conditions	Functions in RDIA	Diagnosis Questions	Risks when Not Met
Regulatory – Institutional Fit	Ensure regulatory demands are in accordance with the organization's functions, processes, capacity, technology, and needs	Can the mandate be executed through the available organizational configuration?	*Decoupling*, parallel systems, ceremonial compliance

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Human Capability	Turn mandates, data, and information into organizational decisions and practices	Do the apparatus have the ability to interpret, collaborate, digital, risk, and analyze performance?	The new system is run on the old working pattern
Risk Governance	Keeping flexibility and speed proportional to the consequences of decisions	Are the levels of control differentiated according to the type and magnitude of the risk?	*Over-control* or quick decisions that reduce accountability
Temporal Fit	Align the order and speed of change with the absorption capacity of the organization	Are reforms structured according to dependencies and readiness for implementation?	*Change fatigue*, parallel routines, unstable reforms
Public Value Safeguard	Normative conditions for acceptable adaptation; not a measured public outcome	Are legality, accountability, transparency, fairness and access retained? Are user outcomes separately assessed?	Internal efficiency increases but public value decreases

Source: Processed by Author, 2026.

Table 3 shows that the effectiveness of RDIA is not only determined by the existence of six dimensions of institutional agility, but also by the conditions that allow each dimension to work consistently. *Regulatory–institutional fit* serves as the basis for conformity between regulatory demands and organizational capacity, while *human capability*, *risk governance*, and *temporal fit* determine the quality of translation and the sustainability of change. *Public value safeguards* are placed as normative boundaries so that increasing speed and flexibility do not reduce legality, accountability, accessibility, and justice of services. The combination of these five conditions explains why the same regulation can produce a different level of adaptivity in each local government.

RDIA Maturity Model and Institutional Reform Strategy

The proposed RDIA maturity framework is a diagnostic typology, not a validated developmental law. It distinguishes four indicative capability profiles—Compliant, Integrated, Adaptive, and Agile—across six dimensions. These labels describe patterns of organizational capability; no category incorporates high performance or sustainable public value as a definitional requirement. An agency may have advanced digital integration but remain at an earlier stage of regulatory alignment or collaborative coordination. The profiles therefore need to be read dimension by dimension before any

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combined judgement is considered. The effects on public outcomes must be measured separately.

The Compliant profile denotes documented conformity with formal requirements where coordination and process evidence remain limited. Integrated describes repeated cross-unit alignment of mandates, functions, and information flows. Adaptive adds demonstrable feedback-informed changes in authorized routines. These profiles are conceptual, and a transition cannot be inferred solely from the installation of software, the issuance of procedures, or a reduction in organizational layers. It would require repeated evidence that relevant practices operate across units and remain accountable during implementation.

Agile, the fourth proposed profile, denotes an organization able to reconfigure several interdependent capabilities in a timely and legally controlled manner while retaining traceable responsibility. It does not assert that service outcomes are already high-performing. Research on organizational maturity for co-creation cautions that a public organization can develop uneven capacities and requires multi-attribute assessment (Jukić et al., 2022). Empirical validation should therefore test whether the four labels distinguish observable practices, whether movement is reversible, and whether meaningful capability configurations can exist outside the suggested sequence. Table 4 summarizes proposed profiles, not observed stages of Indonesian local governments.

Table 4. Regulatory *Driven Institutional Agility Maturity Level*

Proposed profile	Capability orientation	Illustrative organizational evidence	Dominant internal mechanism	External outcome assessment (separate)
Compliant	Documented legal adoption	Valid structure and formal procedures; integration evidence limited	Administrative conformity	Not inferred from compliance
Integrated	Cross-unit coherence	Mapped decision rights, connected workflows and data responsibilities	Repeated regulatory/process alignment	Requires independent service evidence
Adaptive	Feedback-informed adjustments	Verified revisions to routines following risk, citizen or service feedback	Documented organizational learning	Requires independent service evidence

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Agile (proposed)	Coordinated, risk-aware reconfiguration	Timely changes across several capabilities with sustained legal controls	Continual lawful institutional reconfiguration	Not equated with high performance or public value

Source: Processed by Author, 2026.

Table 4 should be interpreted as a set of indicative profiles rather than an inevitable movement toward a single ideal. A profile is established using corroborated evidence within each of the six capabilities; the organization may remain integrated in one dimension but compliant in another. Such asymmetry matters because readiness for organizational change can differ across units and functions (Roziqin et al., 2026). Any composite score or weighting scheme requires separate testing for clarity, stability, and fairness. Capability assessment must not incorporate service outcomes that will later be used to test the association between agility and performance.

A contrasting example illustrates the limits of maturity inference. Suppose a district government integrates service data and reduces median processing time but retains unclear decision authority and a digitally inaccessible channel for remote residents. The proposed diagnostic would identify stronger digital and process capability, weaker structural or collaborative arrangements, and an unresolved public-value safeguard. It would not assign "high performance" because speed alone says little about lawful review or equitable access. This is a hypothetical test case used to expose the framework's logic, not a reported empirical observation. Cross-country findings, including those on organizational agility in the UAE (Almazrouei et al., 2024), require verification of comparable authority, staffing discretion, and public-service conditions before being generalized to Indonesian local government.

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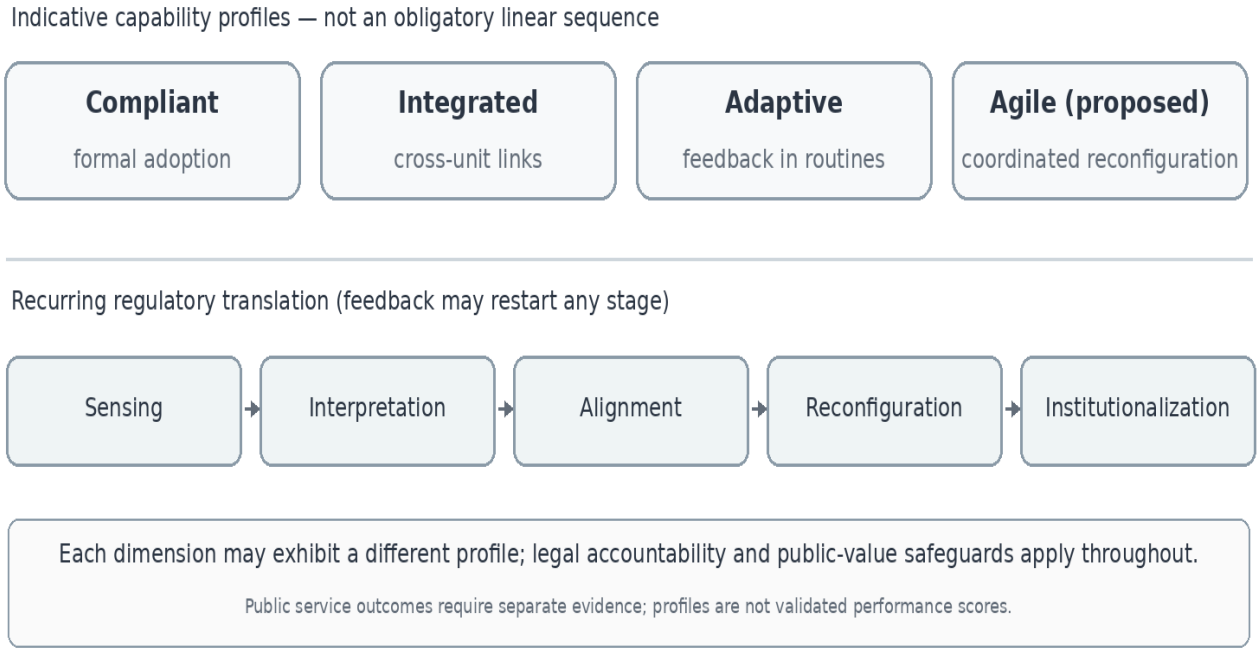
Figure 1. Proposed Non-Linear RDIA Capability Profiles and Regulatory Translation Cycle



Source: Authors' conceptual synthesis, 2026.

Figure 1 distinguishes the recurring translation cycle from the maturity profiles that might be observed at a particular point in time. Sensing, interpretation, alignment, reconfiguration, and institutionalization can recur as mandates or service needs change. The four profiles are not an obligatory path or a claim that one organization progresses uniformly across all six dimensions. An assessment should first identify evidence for each dimension and then record legal, accountability, and accessibility safeguards. Only a subsequent, independent outcome evaluation could determine whether capability changes were associated with better services.

The proposal differs from a benchmarking checklist in its emphasis on the institutional work connecting mandates and routines. It is possible for a local government to improve interoperability while preserving a complex approval chain, or to delegate routine decisions while maintaining weak performance feedback. Each condition yields a different profile and requires a different organizational response. Rather than prescribe a universal reorganization, RDIA directs inquiry toward the precise link between a legal mandate, its interpretation, its operational form, and the evidence of continued use. Variation across regions is an analytical condition, not a reason to relax mandatory law.

The need for differentiated capabilities is even more important when organizational transformation is related to technology. The availability of platforms or

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applications does not guarantee maturity if the organization does not have cross-functional relationships that support the consistent use of technology. Research on technology capabilities in public administration has found that the formation of digital capabilities requires a combination of technical, human, and organizational factors; the ability to develop technology is not always the same as the ability to integrate and maintain it in institutional operations (van Noordt & Tangi, 2023). RDIA reads these conditions through a one-dimensional profile. An organization does not need to be judged as failing as a whole when one of the capabilities is left behind, but that gap must determine the order of intervention. Process standardization can precede interoperability, competency strengthening can precede broader delegation, and performance baselines must be available before organizational change is claimed to improve outcomes.

The framework's practical application should begin with a limited diagnostic of one shared mandate. Analysts could map the applicable rule, responsible units, decision rights, documented procedures, data interfaces, and observable controls, then examine whether the change persisted beyond the initial implementation period. Differences in resource availability, leadership, or prior readiness should be recorded as competing explanations. A comparative case design across several local governments implementing the same mandate would provide a more defensible first test than an immediate national score. Broader statistical measurement should follow only after construct definitions and indicator validity have been examined.

Public performance is a separate empirical question. Outcome measures might include lawful processing, reliability, waiting time, error rates, accessibility for disadvantaged users, and user-reported experience, selected to fit the particular public function. More agile organizational practices may support some of these outcomes but can also redistribute burdens or weaken access. A defensible evaluation must therefore assess legality and accountability as conditions of implementation and examine public benefits through evidence not already included in the agility score. The article makes no claim that the proposed profiles currently predict such results.

The theoretical contribution of RDIA is to join the analysis of coercive regulatory pressures with the concrete mechanisms through which officials and units interpret, align, and embed concurrent mandates in organizational practice. The model adds a differentiated configuration of institution-wide capabilities and identifies conditions that can interrupt translation, including weak fit, limited readiness, implementation timing, and public-value risks. It does not displace institutional translation, dynamic capabilities, or public value theory; rather, it specifies propositions about their intersection in a legally constrained setting. Whether those propositions improve on competing accounts must be

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established through comparative tracing, measurement development, and independent outcome evaluation.

CONCLUSION

This integrative review and analysis of Indonesian regulatory instruments suggest that formal compliance with concurrent mandates is insufficient evidence of institution-wide adaptation. The reviewed literature points to interpretive work, coordination, organizational readiness, and the embedding of revised routines as relevant mechanisms; the legal analysis identifies distinct duties that must be implemented without undermining statutory authority. On that basis, RDIA proposes regulatory translation as a link between mandates and six distinguishable organizational capabilities. Its primary contribution is conceptual: it specifies observable conditions under which legally constrained organizations may coordinate reforms while keeping legality, accountability, and accessibility separate from claims of public performance. A practical first use is a dimension-by-dimension diagnostic of one mandate, tracing whether revised responsibilities connect to workflows, digital systems, and feedback rather than assuming that every formally compliant organization has become agile.

The proposed four maturity profiles are illustrative and may differ across capabilities; they are not a validated progression or a substitute for independent measures of service quality and public value. The evidence base is selective, the reported review does not contain a reproducible systematic screening record, and the model has not been tested with primary observations across local governments. Studies from other jurisdictions and sectors also have limited transferability unless legal and organizational contexts are comparable. Research should first trace shared mandates across contrasting local governments to examine actors, routines, fit, and counterexamples; subsequent expert appraisal and instrument development can assess the distinctiveness of indicators; only then should larger comparative designs test whether capability, adaptiveness, and public performance vary independently and under what conditions they relate.

These limits are integral to the argument. RDIA offers a structured explanation and a provisional diagnostic, not a finding that regulation produces better outcomes merely through an agile label. Its usefulness will depend on whether future evidence can distinguish its translation mechanism from differences in leadership, resources, institutional readiness, and the needs of service users.

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