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Transition Policy of The Changes of The Bone Regional Government in The Pandemic on Public Service

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Abstract
The Covid-19 that hit Indonesia, especially in the Bone regency, has provided a new order in bureaucracy and changes in work patterns. The government faces this condition to make changes to the new normal. This study uses qualitative descriptive methods with library research. This study found two dimensions of government change—changes in the bureaucratic institutions and the dimensions of the work system. In the dimension of bureaucratic institutional change, over-normal disruption occurs. In this case, it requires organizations to make new normal changes. However, the bureaucracy in providing public services, especially at the population and civil registry office of Bone regency, still prioritizes health protocols. Meanwhile, in the dimension of the work system, there are two choices: working at home, continuing to work in the office, and following the health protocols. In Covid-19, there are many electronic-based public service innovations, so it is necessary to strengthen the quality and innovation of human resources. This research implies that leadership factors strongly influence government change's success. Leaders with personality, vision, and a sense of power can face changes or, in this case, the government in Bone Regency.

Keywords: ***Covid 19, Transition Policy, Public Service, Bone Regency***

INTRODUCTION

Corona Virus Diseases 2019, or another name Covid-19, may be a downside that has highlighted the eye of many folks in numerous elements of the world, particularly in Indonesia. Since it was initially discovered in patients infected with Covid-19 in Wuhan, Hubei Province, China, on December 8, 2019, this virus has unfolded in 216 countries. The Covid-19 pandemic has not solely vulnerable human health but has also affected the world's economic downturn. The sectors most affected are aviation, transportation, hotels, and restaurants. This unsure state of affairs can additionally exacerbate world monetary stability.

In the case of Bone district, the govt has taken various policies, together with directions to continue working, studying, and worshipping at home, otherwise called Work From Home, implementing social distancing, physical distancing, and large-scale social

restriction policies. (PSBB) is meant so the chain of transmission of Covid-19 may be hampered. The Covid-19 pandemic has educated us tons in terms of governance of the government system

In any case, the government should stay at the forefront of supplying public services, particularly services dispensed by bureaucrats who add the Population and Civil written record Office. The Covid-19 era has forced the government to optimize the utilization of technology, data, and communication, all told matters within the government sector. Because of the restricted area for movement due to health protocols, individuals are still given their rights as voters to be served through electronic services. In finishing their duties, workers of the population and civil registration services still provide services by reworking the face-to-face manual model to electronic. Numerous technology applications are optimized for their functions to supply services to the community. Not solely publically services, optimizing technology utilization is also dispensed in workplace meetings, filling in worker performance and different activities. Conditions like this are before people and need an amendment towards a traditional replacement life, together with the paperwork providing public services. The paradigm shift in managing offices in a random and sophisticated era builds service unit offices to be compelled to make changes through a change process. The changes created are efforts to take care of survival to survive in the face of unsure issues corresponding to Covid-19. Government agencies or service unit offices that quickly adapt to environmental changes are organizations that survive.

Drucker (1993) mentions several demands for renewal that can come from unexpected internal and external conditions, such as the emergence of irregularities, innovation based on process needs, changes in industry structure or market structure, demographics, changes in perception, atmosphere, and meaning and new knowledge. In this case, the government is faced with new normal living conditions in the era of the Covid-19 pandemic, so a model for changing the government system is needed to answer the challenges.

This paper aims to review the modifications created by the govt within the new traditional era through the associate structure change model approach. Changes in government need artistic ideas that are developed through innovation publicly, so public services still run well while not obstacles even in the conditions of the Covid-19 pandemic. However, managing officialdom change and innovation is powerfully influenced by leadership

factors. Therefore, this paper reviews the importance of transformative leadership to provide change and innovation in the bureaucracy.

RESEARCH METHOD

The analysis technique utilized in this paper could be a qualitative descriptive method, with the kind of library research. Literature research is a series of activities involving the strategies of aggregating library data, reading, taking notes, and processing research materials. The research style was administered through many stages, particularly first, tracing, recording, and reading numerous findings related to government discussions, particularly within the Bone Regency Population and Civil register workplace and policies within the Covid-19 era normally in each discussion of research results, articles, and news published. Found in the literature, sources on websites of official government institutions, as well as international institutions, and alternative sources relevant to the current study. Second, combining all findings, each theory, model, and ideas of structure modification and public service transformation. Third, analyze every finding from numerous readings in terms of advantages, disadvantages, and the connections of the writings discussed. The last stage is to produce a literary criticism by elaborating on models and approaches that differ from the previous article's findings.

RESULT AND DISCUSSION

Public service is a vital element in a government establishment that's orientated towards the people's welfare. Service may be understood as providing (serving) the wants of people or communities with an associate interest within the organization following the essential rules and procedures. Ratminto and Atik Septi Winarsih (2007:4-5) state that "Public services are all forms of service, both in the form of public goods and public services which in principle are the responsibility and are carried out by government agencies at the center, in the regions and environment of State-Owned Enterprises or Regional-Owned Enterprises, to meet the needs of the community as well as in the context of implementing the provisions of laws and regulations."

Hardiyansyah (2011:12) states that public services serve the needs of people or communities or organizations that are interested in the organization, following the basic rules and procedures determined and aimed at providing satisfaction to service recipients. Kotler (2004:4) states, "Public service is any activity that is profitable in a group or entity and offers satisfaction even though the results are not tied to something physical." Sinambella (2006:5)

states, "Public service is an activity or sequence of activities that occur in direct interaction between a person and another person or physical tool and provide satisfaction to the object served.

Gronross in Ratmiko and Winarsih (2006:3) states, "Public service is an activity or series of invisible activities (cannot be touched) that occur as a result of the interaction between the government and the community or matters related to providing services the best." Sinambella stated, "Public Service is the fulfillment of desires and needs by state administrators." Sinambella (2006:5). Another opinion was also conveyed by Moenir (2006:26), stating that "Public Service is an activity carried out by a person or group based on material factors, through a system of procedures, and certain methods in the context of fulfilling the interests of others according to their rights."

From the definition of public services above, it is concluded that public services are all styles of services provided by the govt., whether or not organized by the government agency itself or by non-governmental establishments to fulfill the wants of the community yet because the implementation of the provisions that are determined with all the facilities and instrumentality through certain work procedures to supply services within the type of merchandise and services. The general public services noted during this study embody all forms of service to the community distributed by the West Langowan District workplace of Minahasa Regency in meeting the wants of the folks of the West Langowan District space that are distributed supported the principles, principles, and standards of public services to comprehend democratic governance. In general, Performance is the quality and amount of labor a worker may achieve in finishing up his main duties and functions as an employee, following the responsibilities allotted or given to him. Performance is seen from 2 aspects: employee performance (individual) and structure performance. Worker performance is the result of an individual adding to an organization. In comparison, structure performance is the totality of the work achieved by an associate degree organization. The term performance comes from the word Job Performance or Actual Performance (Actual work action or achievement achieved by someone). Within the huge Indonesian dictionary, it is explicit that Performance means: one thing achieved, incontestable achievement, or workability. The definition of Performance (work achievement) is the result of adding quality and amount achieved by a worker in finishing up his duties. (KBBI) Mangkunegara (2005:67) states "that in general performance is divided into two, namely individual performance and organizational

performance, individual performance is the result of employee work both in terms of quality and quantity based on predetermined work standards, while organizational performance is a combination of from individual performance to group performance."

Hariandja (2002:78) says, "Performance or performance is the result produced by employees or real behavior that is displayed under their role in the organization." Sarita in Prawirosentono (2001:2-5) says, "Performance is the result of work that a person or group of people can achieve in an organization, following their respective authorities and responsibilities, to achieve the goals of the organization concerned legally, not violating the law and under morals and ethics." Samsudin (2005:159) states, "Performance is the level of task execution that a person, unit or division can achieve by using existing capabilities and established boundaries to achieve organizational goals."

Moeheriono (2012:95) states, "Performance or performance is a description of the level of achievement of the implementation of an activity program or policy in realizing the goals, objectives, vision, and mission of the organization as outlined; through the strategic planning of an organization." Agreeing with Moeheriono, Mahsun (2006:25) states, "Performance performance is a description of the level of achievement of the implementation of an activity/program/policy in realizing the goals, objectives, mission, and vision of the organization contained in the strategic planning of an organization."

Nawawi (2006: 62) states that Performance is said to be high if a target can be completed at the right time or does not exceed the time limit. Performance becomes low if it is completed beyond the time limit provided or is not completed at all. Performance is the result of an employee's work by his responsibilities in carrying out tasks following the allocated time.

DISCUSSION

Changes in Government Policy in the Era of the Covid-19 Pandemic

The Covid-19 pandemic has modified the face of the executive order and work patterns in government agencies, particularly in Bone Regency. to appreciate the best physical distancing, the work method shifts from operating within the workplace to acting from home (work from home). As is the case at the Population and Civil written account workplace, the event of online-based service, administration, and coordination processes has begun to be pursued the maximum amount possible. Responding to the implementation of presidency administration throughout the Covid-19 pandemic, the Bone Regency

Government enforced pointers for the hindrance and management of Covid-19 in Office and Industrial Workplaces in Supporting Business Continuity during exceedingly a very Pandemic Situation. Many health protocols have got to be obeyed by offices, industry, and staff within the new traditional era.

Meanwhile, specifically for the government, the Work System of State Civil equipment staff (ASN) is in the New traditional Order with changes created to form an accommodative and integrity work culture to boost the Performance of state civil servants in terms of public services. Modification in government policy may be a method within which the principles move from the present state to the long-run state, which is influenced by changes in the structure setting and unpredictable conditions. This alteration was created to boost service effectiveness with the aim of up the flexibility to adapt to environmental changes, additionally as dynamic the Behavior of bureaucrats. The Covid-19 pandemic may be a condition that creates government policies to adapt to changes from habits in serving the community with customary conditions to the new normal. There are 2 main focuses in creating changes throughout the Covid-19 pandemic towards the new normal, specifically the size of institutional (organizational) changes that investigate the strength of the organization in making changes, and therefore the dimensions of changing work systems, together with the Behavior or habits of ASN staff in providing services. Public normal, towards the new normal.

Dimensions of Changes in Bureaucratic Institutions

In the literature, change management is known as a model . Lewin developed the concept of force field analysis. This concept is a technique for seeing the main picture that involves all the forces that go hand in hand and that hinder change. According to Kurt Lewin, change occurs because of pressures on organizations, individuals, or groups. Thus, he focuses on the "why" statement: why individuals, groups, or organizations change.

From there, he understands that modification is managed and turns out something. Lewin concludes that the driving forces can be Janus-faced with resistance to change. The modification will occur by strengthening the "driving forces" or weakening the "resistances to change." Once viewed from Lewin's opinion, the change from the new forms to the new traditional is an external force that demands changes in the bureaucracy. With the Covid-19 pandemic, government policies are hoped to adapt and respond quickly. Even though in the field, there are still issues caused by the bureaucracy, like the bureaucracy being convoluted, slow to respond, and hesitant in creating selections that lead to ineffectuality when providing

services to the community. Another reality is that there are sectoral egos between ministries/agencies and regions that do not seem to be in line, contradicting one another in handling COVID-19 in Indonesia.

Each ministry looks at the interests of their respective sectors (Compas, 2020), not at solving problems comprehensively. The government's sluggishness in responding to the Covid-19 handling situation also occurred for the first time when the Indonesian government announced Covid-19 as a national epidemic which was very far from when the virus was first revealed in Wuhan, China (Dhita et al., 2020).

It has had an effect at this point with the high range of deaths from Covid-19 thanks to the initial delay in responding to the current pandemic. Nevertheless, there are positive policies made by the paperwork that requires to be appreciated in handling Covid-19. The Ministry of Education has issued a Joint Decree of the Four Ministries on tips for implementing learning within the school year and the New school year throughout the Covid-19 Pandemic Period. This guide may be a kind of government response in implementing learning to get ready instructional units after undergoing a period of latest habits. The decree states that areas within the yellow, orange, and red zones are prohibited from conducting face-to-face learning in education units. Education units in these zones continue students from home online.

Meanwhile, face-to-face learning is allowed for the green zone area, but still with layered requirements. As for those who carry out face-to-face learning, several things must be considered by the head of the education unit, as listed in table 1 below:

Tabel 1. List of Readiness of the Head of the Population and Civil Registry Office of Bone Regency based on the Health Protocol

No.	SKPD Checklist According to Health Protocol
1.	Availability of sanitation and hygiene facilities: • Clean toilets; • Hand washing facilities with running water using soap or hand sanitizer; • Disinfectant
2.	Able to access health service facilities
3.	Readiness to apply the mandatory mask area
4.	It has a thermogun (fire temperature gauge)
5.	Make mutual agreements between employees face to face and still pay attention to and apply health protocols

Source: Population and Civil Registry Office of Bone Regency

Furthermore, the decree regulates the implementation of face-to-face activities by meeting the needs, namely: first, the existence of an Associate in Nursing workplace within the inexperienced zone area; second, getting allowed from the regional government or regional office/office of the Ministry of Religion; third, has consummated the listing as in the table on top of and fourth, has obtained approval from the workers of the government officials Office. If one of the four requirements is not met, the general public as service shoppers can still be served online and not face-to-face.

Even though the new normal conditions have been enforced in Bone Regency, they are not necessarily free like normal conditions, but the administration continues to comply with and follow health protocols. In connection with the above problems, (Lewin, 1951) identified several things and reasons that a government leader must carry out in planning a change, namely:

1. Changes should only be implemented for good reasons.
2. Change must be gradual.
3. All changes should be planned and not drastic or sudden.
4. All individuals affected by a change must be involved in planning for change

Lewin's change model defines three change processes: unfreeze, change, and refreeze. The stages are as follows:

1. within the early stages of modification (unfreezing the standing quo), this initial stage is made with the Associate in Nursing structure behavior approach. Somebody (or an organization) acknowledges that a change is needed. This stage discusses preparation for change. The stage wherever an awareness and understanding that change is needed and preparing to start out moving far away from the temperature that's presently being passed. This first stage is commonly brought up because of the self-preparation stage, each on an individual basis and in an exceedingly work team, before a change is made or making a contributory scenario for a change to occur.
2. Stages of the Transition method (Movement to the new state) At this stage, analyze every modification required by analyzing the gap between the will status and standing quo and observant acceptable change programs to be dispensed to supply solutions and cut back resistance to change. New efforts will be created at this stage, and the previous ways will be eliminated.

3. The phase change stage, this stage is much regarding an effort to strengthen the changes that are made so they will run well, dynamically, and stable.
4. Government policy enforces these changes as the new norm. Based on the change model, entering the new normal era through the stages of disruption in normal activities carried out by the bureaucracy in public services. Bureaucracies that serve under normal conditions face the Covid-19 condition, which requires the bureaucracy to make changes by utilizing technology and information.

In addition to optimizing the utilization of data technology, the services provided by the paperwork still prioritize health protocols reminiscent of maintaining distance, victimization masks, and laundry hands into the standard of living that's passed within the new traditional era. This transformation is employed as a refreezing stage in the bureaucracy as a new norm in providing services to the community.

Dimensions of Work System Change

As state servants, the duties and functions of ASN in the new normal are carried out while prioritizing health and safety by implementing health protocols in daily activities. Three elements are of concern in adapting to the new normal order within the ministry/institution/region, namely: adjustment of work systems, human resource support, and infrastructure support (Kemenpan-RB, 2020) as follows:

1. ASN Work System Adjustment

   Come to figure and befits applicable operating hours. However, regulating the work system by implementing health protocols in daily activities is necessary to adapt to pandemic conditions. Adjustments of the work system are often disbursed through flexibility in setting work locations, particularly the implementation of official duties at the workplace (work from office/WFO) and the implementation of official duties reception (work from home/WFH). In conditions of the COVID-19 pandemic, ASN will opt for one amongst these work mechanisms in polishing off their duties as public service providers.
2. Apparatus Human Resources Support

   Several things that require to be thought-about within the management of human resources for the equipment embody performance appraisals by staffing officers (PPK); observance and direction by the top of the work unit; and terrorist groups

ensuring worker discipline. The performance appraisal, monitoring, and analysis model will be custom-made to the conditions of the Covid-19 pandemic. A minimum of the model was designed by considering the principle of flexibility and supporting digitization.

3. Infrastructure support

   In adjusting to the new normal, FTO is asked to arrange support for the facilities and infrastructure required by ASN. In polishing off official duties, flexibility in work locations is thought about, and guaranteeing the appliance of knowledge technology within the administration of the presidency and public services is disbursed by taking into consideration the rules for the employment of information and communication technology and data security and cyber security. It will be necessary so that public services can run smoothly; however, they are safe from the crime of extralegal access to knowledge transmission. The Covid-19 pandemic has modified several things in work life and government policies. Facing the new traditional situation, the Bone district government created many changes to the new workspace, specifically the method of planning changes victimization of numerous technological developments

According to (Prasojo, 2020), there are five main components of changing the new workspace of the bureaucracy, namely:

1. Versatile and networked workspace.
2. Infrastructure setup and learning super application (super-app) permits virtual and digital workplaces. As a result, changes in new workspaces originally administered in office buildings have decreased necessary within the new traditional era.
3. Increasing the aptitude of ASN in interacting with numerous advances in data and communication technology, as well as tremendous knowledge and artificial intelligence, is extremely needed.
4. Within the post-Covid, nineteen new normal eras, business processes and government officials' workflows should be organized immediately. In addition, service procedures are simplified by utilizing digitalization-based services, so services to the community are administered quickly.
5. The new traditional era of paperwork needs qualifying and competent ASN workers to manage the new workspace. The specified ASN employees are competent, not

supported quantity, however, quality, who are ready to do numerous jobs quickly and with quality.

The Covid-19 pandemic has changed the paradigm of the ASN working system to be more effective and efficient, more result-oriented than procedural. ASN continues to work to provide excellent public services to the community during the Covid-19 pandemic. Therefore, even though the new normal policy has been implemented, ASN still adheres to and carries out health protocols at work.

Public Service Innovation in the Era of Covid-19

The concept of innovation in the study of public administration is contained in the perspective of New Public Management and Reinventing Government (Taufik & Astuti, 2020). This concept explains the organization's ability to survive and improve Performance by adopting the spirit of the private sector to the public sector (Weiss et al., 1995). In this regard, (Farazmand, 2004) states that innovative policies are doomed to failure without innovative and adaptive administrative or managerial systems.

Innovation is an important part of government administration to achieve goals. In this regard, (Rogers, 2003) also argues that "an innovation is an idea, practice, or object that is perceived as new by an individual or other unit of an adopter." The view of Rogers sees innovation as an idea, practice, or object considered new by an individual or another unit of adoption. Based on the definition of innovation above, it can be concluded that innovation can be in the form of a new finding or the form of adoption of other innovations, which are important elements in the administration of the administrative system.

The expertise of the three months of Covid-19 has created the central and regional governments to give the most effective service to the community. Innovation within the public sector could be necessary for line with the government's want to make quality public services, despite the Covid-19 pandemic. It is often through with the hope that the requirements of the community, particularly the needs of health services, basic needs, security needs, and different needs, can still be met by the community. Hence, within the Covid-19 pandemic situation, the importance of innovation in implementing public services.

Public service innovations may be within the style of online and offline services. It is often a result of land' geographical conditions that do not seem uniform in the accessibility of infrastructure supporting online services. There are still areas or regions in Indonesia that

are still tough to access the internet. Areas like this may be served through offline services. However, still prioritizing health protocols. Offline services can be carried out, parenthetically publically health services, by visiting the community from door to door to produce health education to the general public on the bar and transmission of Covid-19.

In addition, the public also must get education on the habit of laundry hands. This offline service may also be done because online services do not run effectively, considering the assorted factors supporting online services that don't seem to be available. Then it is necessary to adapt from the community to the transition from manual services to online. Concerning online services, many Ministries/Agencies, moreover as native governments, have created changes to the manual service mechanisms, systems, and procedures to be online. Numerous efforts to pioneer public services within the conditions of the COVID-19 pandemic ought to be appreciated and followed by different public service providers. The land has enforced the Associate in Nursing Electronic-Based Government System (SPBE) or called E-Government which has become a necessity in any respect levels of the bureaucracy as a consequence of the large observance of functioning from home or work from home.

The increasingly huge application of e-government due to WFH has to be still used within the new traditional period; this is often a manifestation of the implementation of knowledge digitization. Some samples of services that the govt provides. Include webinars, use of the Zoom application, Microsoft Team, e-budgeting, e-project planning, e-licensing, system delivery, e-controlling, e-reporting to money, and plenty of different electronic services that are available—provided by the government in providing services to the community.

The results of this study prove that the face of public services, particularly in Bone Regency, continues not to follow community expectations. It is often} a crucial concern to boost its quality to attain community satisfaction as service recipients. Leadership factors powerfully influence the success of implementing the new traditional policy.

Leadership is the key to the success of any policy implementation. During this case, a phronetic leader is needed, combining ethics and action so individuals can 'live well' and be happy, is often seen because the key to effective leadership as a result of we have got entered a brand new normal life, wherever each civil servants, public and individual staff are sweet-faced with change. Previous Behavior to new Behavior: obtaining accustomed laundry hands, victimization masks, maintaining distance, and maintaining prescript once coughing.

It may be seen that changes in government policies are applied in many stages, not radical changes or referred to as transformational ones. Nevertheless, some changes have been created by the forms; let us say before the covid-19 pandemic, the bureaucracy worked traditionally, then was hit by the covid-19 pandemic creating the implementation of engaging from home for ASN, and at last coming into the new normal era provided the chance to figure within the office, however with conditions, a brand new normal life, specifically prioritizing health protocols within the implementation of public services.

CONCLUSION AND SUGGESTIONS

Conclusion

The Covid-19 pandemic that hit Indonesia, particularly in Bone Regency, has created amendments to publically services. Therefore, changes in government policy occur within the dimensions of the organization and also the dimensions of the new work system. Within the structure dimension, there has been a change in the official model that was originally run normally, then a disturbance; during this case, Covid-19 needs the organization to form changes to the new normal, whereas, in the work system dimension, there are 2 choices, specifically functioning at home and continued to figure in the office.

However, still implement health protocols. Human resources and infrastructure support powerfully influence changes in government policy. The Covid-19 condition needs ASN to provide power and innovation publically services, particularly population administration services within the scope of the Population and Civil register workplace of Bone Regency. In addition, numerous online-based services are increasingly being enforced within the implementation of public services.

Suggestions

However, there are still some obstacles wherever the forms continue to be not responsive in providing services to the community, so it is necessary to boost the standard of public services so that the amount of public satisfaction with government services is higher even within the conditions of the Covid-19 pandemic. Another no lesser factor is that the health and safety of ASN and also the community is the main priority that has to be thought of in the Covid-19 condition. Therefore, the implementation of public services throughout the Dutch East Indies must be under health protocols so that the chain of the unfolding of COVID-19 ends before long and public services still run normally.

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