

PUBLIC SERVICE TOWARD NEW HABIT ADAPTATION IN KUPANG CITY

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Abstract:

The Covid-19 pandemic, which is still hitting various regions in the world, including Indonesia, has encouraged the Government to immediately innovate and change policies and provide better public services for the benefit of society at large. Besides that, in the last two decades, the era of the industrial revolution 4.0 has entered, which demands the advancement of data and information systems, including in the public sector. This period gave the Government momentum to increase innovation to improve this sector. This is very complex so that and covers comprehensive aspects. This process experiences various obstacles and is encouraged to go through this towards adaptation to new habits or better known as the new standard era. This study uses a qualitative method with a descriptive-analytical method. This research shows a best practice in which the Kupang City Government (Pemkot) has carried out various innovations in public sector services, such as the use of the SIMPLE application at the Civil Registry Population Service (DISDUKCAPIL) and SIPINTAR at the One-Stop Investment and Services Service (DPMPTSP) Kupang City as well as the QLUE application at the Kupang City Government. This innovation can provide a breakthrough in providing public services, which must still be carried out in a pandemic situation that necessitates ASN having to do Work from Home (WFH) and Work from the Office (WFO). Even so, several obstacles still need to be considered, especially by the Municipal Government of Kupang. In addition to the budget factor, which is a general problem, government commitment, ASN or bureaucratic resource factors, regulations, and community preparedness are also challenges that must be responded to and resolved to support responsive and quality public services in the new standard era while maintaining health protocols.

Keywords: Public service, New normal

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INTRODUCTION

The current Covid-19 pandemic demands changes in the public service bureaucracy. The bureaucratic changes occur in two dimensions, namely, the dimensions of the organization and the work system. There has been a change in the organizational dimension from what was initially carried out traditionally, and it is demanded to switch to the New Normal bureaucratic model (New Habit Adaptation). Meanwhile, changes in the work system offered two options: working from home (WFH) and continuing to work in the office by observing and implementing predetermined health protocols (Taufik & Watson, 2000). One of the significant impacts of the Covid-19 pandemic on the people of Indonesia is in the field of public services. Indonesia needs to use vertical and horizontal integration models by presenting a one-door service network that requires transforming public services from the old public administration paradigm to new public services. Apart from that,

harmonization between government agencies is also needed so there will be no friction and conflict, reducing the quality of service to the community (Lumbanraja, 2020).

The quality of service to the community must be maintained. The Government is demanded to continue to provide the best service even though, on the other hand, it must implement health protocols for the sake of mutual safety, both providers and recipients of services by implementing social distancing and physical distancing. This condition prompted the Government of Indonesia to issue a new policy regarding the new normal or New Habit Adaptation. This policy is contained in the Decree of the Minister of Home Affairs (Kepmendagri) No. 440-830 of 2020 concerning Guidelines for the New Normal Order for Local Governments (Pemda) and State Civil Apparatuses (ASN) within the Ministry of Home Affairs (Kemdagri). The Government's response to this condition is also contained in the Circular of the Minister for Administrative Reform and Bureaucratic Reform (PANRB) No. 58/2020 concerning the Work System for ASN Employees in the New Normal Order. This circular letter emphasizes the adjustment of work patterns so that an adaptive and integrity work culture can be realized.

After enacting the Law on Public Services, various policies were issued to encourage improving the quality of public services. One of these policies is the regional expansion policy which is expected to impact improving public services to the community. Article 31 paragraph (2) of Law no. 23 of 2014 concerning Regional Government states that one of the objectives of carrying out regional management, one of which is through regional expansion, is to accelerate the improvement of the quality of public services. Through this policy, the distance between public services from the apparatus to the people can be shortened because, with decentralization, it is hoped that there will be a transfer of responsibility for authority and resources in the regions from the local Government. The basic principle of regional expansion is that decision-making usually comes from the central Government and can be carried out more closely by the local and regional Governments. Proximity in decision-making can result in programs and services designed and implemented by the Government having a direct impact on society.

This condition is similar to the results of research conducted by several international institutions. The World Bank, in its latest report regarding the ease of doing business (Ease of Doing Business/EODB) 2018, places Indonesia in 72nd place, up 19 ranks compared to 2017's position. However, this achievement still needs to catch up to neighboring countries, such as Singapore, Malaysia, Thailand, and even Vietnamese. Based on the World Bank report published on Wednesday (1/11/2018), Indonesia scored 66.47, an increase of 2.25 compared to last year. As for New Zealand, which was ranked first for ease of doing business, it scored 86.55. Meanwhile, Singapore is ranked second with a score of 84.57, Malaysia is ranked 24th with a score of 78.43, Thailand is ranked 26th with a score of 77.44, and Vietnam is ranked 68th with a score of 67.93. Based on its indicators, the increase in the rank of ease of doing business in Indonesia was driven by the indicator of resolving insolvency, which rose the sharpest by 38 ranks, followed by protecting minority investors, which rose 17 ranks, and the ease of starting a business which rose 16 ranks.

Based on the main ideas above, this study's specific objectives are: To determine the extent to which the quality of public services in New Normal Adaptation is being implemented in the City of Kupang. With this research, it is hoped that it will be able to describe the state of public services in the City of Kupang towards Adapting to New Habits, then identify the problems faced in public services to formulate recommendations for the Government of the City of Kupang.

METHODS

This study used a qualitative method in the form of a field study accompanied by a literature review to solidify findings from various sources of article data, actual journals and other secondary data, such as policy briefs from various agencies, as a comparative reference to produce recommendations according to research needs. The collected data are elaborated descriptively and form the basis for making recommendations for Kupang City Government agencies in providing transformative and adaptive public services in the context of adapting to the new normal.

RESULT AND DISCUSSION

Adaptation of new habits in public services in the City of Kupang. The crisis during the pandemic forced changes in mindset and behavior at the individual and institutional levels (especially in the public sector) as a consequence of adaptation. Adapting to the new usual (new standard) in the public sector focuses on creating a public goods management system through the impartial and universal provision of essential services (Winanti and Masudi, 2020: 331-341). However, the problem is that the adaptation process referred to does not reflect commitment and discipline in implementing various Covid-19 prevention protocols and measures to anticipate crises. On the one hand, people are still trapped in mediocrity mindsets and behaviors (apathetic and undisciplined in complying with social and physical distancing), including not being disciplined in implementing health protocols (washing hands, wearing masks and maintaining distance). On the other hand, institutionally, there has been no change in the performance of public services, which was stimulated by social restrictions and excess uncertainty due to the pandemic. In fact, as a result of the implementation of social distancing (including the obligation for civil servants to work from home), a public service system that is adaptive, responsive, and innovative (technology-based and digitalization) is needed to make it easier for people to access public services amidst controlling physical mobility due to a pandemic (World Bank, 2020; UN 2020; Herdiana 2020; Roseth 2021; Ye et al., 2021; Shen, 2021; Choi et al., 2021). At least the new normal situation has contributed to changing the bureaucratic work system and public services in a more innovative and accountable manner by adapting to the new standard provisions outlined by WHO. WHO, in its public service security policy during a pandemic towards a new normal, focuses on implementing work from home for work that can be done at home, in addition to closing or limiting business activities that do not have a direct impact on the economic resilience of the community, to tightening or limiting citizens' mobility. World Bank, 2020). In facing the Covid-19 pandemic, an agile, agile, transformative and responsive bureaucracy to crises to increase the durability of public services to the community is non-negotiable. The bureaucracy must be able to acclimate itself in a crisis due to a pandemic so that the public service, which is its spirit, will always be maintained within the public's expectations amidst uncertainty and uncertainty as a consequence of the pandemic crisis. According to Prasad (2020), there are at least five critical components of transforming a new bureaucratic workspace in the new standard era, namely:

1. Flexible and networked workspace.
2. Preparation of super application infrastructure and learning (super-app) that allows various work needs to be carried out and obtained digitally.
3. Increasing ASN capabilities in interacting with various information and communication technology advances, including big data and artificial intelligence, is urgently needed.
4. In the post-Covid-19 new standard era, business processes and bureaucratic workflow must be reorganized immediately. Because not all employees have to come to the office and some

work and public services are carried out digitally, government business processes and services must be simplified immediately with the help of information and communication technology.

5. The new standard era of bureaucracy requires qualified and competent ASN employees to manage the new workspace. The required ASN employees are competent, not based on quantity, but on quality, to carry out various jobs quickly and with quality.

These five components are necessary for designing public services that respond quickly and accurately to people's needs. Regional governments, as an extension of the central Government, are equally faced with these consequences. The community's interest in realizing social welfare, which is clothed with increasingly varied and determinative expectations of the sensitivity of public services, "forces" local governments at all levels of their bureaucracy to develop innovative and visionary work schemes, including optimizing communication and information technology tools in populist-based public service schemes. The city of Kupang has bureaucratic resources that can be developed amidst its limitations as part of a region that continues to develop and catch up with other regions in Indonesia. The Government's innovation power and agility in translating public needs, especially during a pandemic that has limited various social movements in society, can be seen from best practices initiated as a commitment to fulfill citizens' preferences. In December 2020, for example, the Ministry of Home Affairs gave an award to the Government of the City of Kupang because it was considered a very high performer. This award is an appreciation from the Ministry of Home Affairs to the regions according to the results of the evaluation of the Regional Government Administration Report (LPPD). This at least became the City Government's initial enthusiasm in preparing itself to adapt to new habits during a pandemic.

Although, on the other hand, it must be acknowledged from the aspect of community readiness, especially compliance in following health protocols for the prevention of Covid-19, it is still far from sufficient. The facts often deny the irrationality of responding to a pandemic as an epidemic. The threat is seen in the mediocrity of society towards rules that prohibit crowds, wearing masks and keeping their distance (Pariagu, 2020). In the area of public services, the implementation of the health protocol still needs to be improved, which is reflected in the presence of crowds in public service areas. On the one hand, it shows the lack of citizen discipline. However, at the same time, the oversight mechanism in public services that necessitates the discipline of citizens to implement the health protocol is still minimal; apart from that, public services still need to be designed to minimize physical contact between residents. This is reflected, among other things, in the public interest in submitting public service complaints during the Covid-19 pandemic to the Indonesian Ombudsman Representative for NTT, which experienced an increasing trend in January (38 reports), February (83 reports), March (74 reports), and April (93 reports). During March-April 2020, the Indonesian Ombudsman Representative for NTT received 167 reports from the public, both related to land services (11%), police services and banking services respectively (10%), employment services (7%), transportation services and village services each (6%), then health services, population administration services and social security services respectively (5%) (Ombudsman NTT, 2020). Based on the data above, citizens' access to public services amid the Covid-19 pandemic is not to the certainty of the services they receive.

Table 1. Types of Innovative Public Service Products in Kupang City

Innovative Products	Government agencies	Description
Glue application	City Government	Smart City ecosystem provider application for real-time information and community reporting regarding policies and public services, as well as the distribution of Covid-19 social assistance.

SIMPLE application	Disdukcapil	Population administration application for electronic-based document management to reduce physical queues with the first in, first out method, delivering service products directly to residents' homes.
PINTAR application	DPPMPTSB	An online-based Integrated Licensing Service System was made effective during the Covid-19 period to speed up service and eliminate service applicants from coming directly to the office.

Source: Processed by the author, 2021

New Normal-Based Public Services in Kupang City. The use of public service applications in the City of Kupang provides many public service conveniences for Kupang City residents to go through the transition phase from an unintended consequence due to restrictions on social mobility towards a new normal. Limitations of facilities and infrastructure (physical, technological, human resources) for services that were previously always a problem in ensuring the creation of quality public services then experienced a transfiguration of service patterns that are more concerned with speed in changing both in mindset, culture set of bureaucrats and institutionally as a consequence of pressure the Covid-19 pandemic. On the other hand, in line with it, public service agencies in the city of Kupang must adapt to the pandemic prevention phase to re-actualize public services based on health protocols through limiting social mobility, implementing strict physical and social distancing, using thermogenic setting up handwashing areas with hand sanitizers, use of masks (in the workspace), sterilization, especially service waiting rooms with seat arrangement techniques according to international standards, to limiting queues that trigger crowds (Bdk Mas'udi & Winant, 2020).

Evaluation of Public Services in the City of Kupang. This condition is relevant in the absence of definite projections for how long social mitigation of a pandemic will end. In the context of Kupang City, the Government needs to prepare a public service transitive scheme to avoid fragility, namely an inclusive service model that is more agile and responsive in the phase towards a new normal. Where not only considering the mutualism of service but the community with its various (public) interests integrated functionally in the professional work of the bureaucracy and ASN. Several references from responsive recommendations from public institutions have shown an essential need for a public service work transformation scheme due to aspects of humanism, economy, and social inclusiveness to online-based digital technology applications. The public service reference scheme in the context of adapting to the new usual (new standard) can be seen in various policy initiatives in the three institutions in the table below:

Table 2. New Normal Public Service Reference Scheme (From Three Public Institutions)

ILO	Kemenkumham	LAN
a. Providing hybrid and online public services with an emphasis on co-working methods	a. Develop existing public service applications to adapt and streamline services to the community.	a. Improving the competence of ASN so that they can work quickly, be responsive, dare to make decisions, and continuously innovate, especially entering the new normal phase.
b. Implement health protocols by limiting mobility.	b. Providing HR improvement training in the digital field. From IT security, IT Strategy, Oracle Database, and Enterprise Architecture to Business Intelligent and Data, Future analysis will be further improved.	b. Creating ASN Corporate University as one of the integrated ASN development methods. Mempercepat alur
c. Closing public services for non-essential sectors without impact live on public service needs.	c. Improving humane service strategies, especially for the crisis phase.	

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| <ul style="list-style-type: none"> d. Provide incentive facilities for employees who work from home. e. Provide remuneration, access to leave, and health protection for domestic workers. f. Facilitate the economic recovery phase of residents, especially in the informal sector. | <ul style="list-style-type: none"> d. HR professionalism apparatus e. Increasing the expansion of HR competency coverage for service sectors that require speed. f. Responsive to the public in service with the spirit of dedication. | <ul style="list-style-type: none"> pelayanan pada fase new normal. c. Creating public sector innovation. d. Designing 5.0-based bureaucratic work. |
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Source: ILO, 2020, Laoly, 2020; LAN, 2020

Providing economic facilities and incentives to release workers from pandemic distractions in the context of optimizing work is a reality that public organizations must continuously address. However, based on ILO recommendations, for example, protection of welfare must also be followed by optimal service that is adaptive and flexible to crisis conditions, such as the need to implement online-based services or communication using YouTube, teleconference, zoom, Webex, google meet, etc. The Ministry of Law and Human Rights, for example, provides training to improve human resources in the digital field, starting from IT security, IT strategy, Oracle Database, and Enterprise Architecture to Business Intelligent and Data Analysis which are constantly being improved for the efficiency and humanity of public services to the community (Laoly, 2020). This is the same as what was initiated by LAN, which recommended efforts to create ASN Corporate University to develop integrated ASN based on public service innovation towards a new standard era (LAN, 2020).

The Kupang City Government already has the initial capital for adapting online services to adapting to new habits because, in 2019, it initiated the National Public Service Complaint Management Implementation System (SP4N) through the people's online complaint aspiration service (LAPOR) to increase people's participation in the oversight of government programs. The implementation of SP4N was marked by establishing a Complaint Handling Unit (UPP) at the Kupang City Health Office based on SMS on line 1708 or the website at the report. Kupang Kota.go.id and on social media. The municipal Government also uses the WhatsApp Group, which consists of community members and government officials to accommodate various city residents' controls and complaints (Antara, 27 July 2019). This should provide a stimulus for the bureaucracy and all civil servants in Kupang City during this pandemic to start implementing quality online-based public services, including using social media to answer the wants or needs of the community (meet the needs of customers).

Population and Civil Registration Office (DUKCAPIL) of Kupang City. The adminduk service with the SIMPLE application name was initially initiated by the Team for the Acceleration of Public Service Reform at the Disdukcapil City of Kupang, which was formed based on a Decree from the Head of the Disdukcapil Office in early 2020. Starting from a complex and manual service pattern where residents who take care of administrative documents often accumulate in the waiting area (in front of the service counter), causing confusion, coupled with the ambiguity of the waiting time to obtain the required documents, which then gave rise to many brokers, which phenomenon has been a complaint for the residents of Kupang City for a long time. So under the new leadership, Mr. Agus Ririmase, Disdukcapil is trying to make a breakthrough to break down various service system indolences with more innovative methods and reduce various existing bureaucratic obstacles to provide administrative document services needed by the community.

Disdukcapil implements service of excellence in the context of package-based administrative services. Previously, when residents applied for a document such as a birth certificate, they would receive the document. However, through the SIMPLE application, when the community takes care of a document, Disdukcapil will issue the intended product and 2-3 other products as a service package. For example, in the case of birth packages, previously, when residents applied for birth certificates, they only received birth certificates. When applying for birth certificates, the Disdukcapil officers will also make a new family card (KK), including the baby's name and the KIA. Thus, residents obtain three products (KK, birth certificate and MCH).

With SIMPLE, the community appreciates the transformative commitment to public services provided by Disdukcapil. The community gets convenience and comfort in managing various population documents, especially during a pandemic. They are also no longer haunted by anxiety when they want to take care of the various documents needed, especially the processing of KTPs, because the stages of making them can be done online with a brief waiting period for document finalization, without having to pay much money.

Table 3. Disdukcapil Performance Achievements

No	Performance Achievement
1	Pick Up Balls (Things Up) Recording & Printing of ID-KTPs, Family Cards and Birth Certificates in Mass at the NTT Mobile Brigade Headquarters Yard for around 12,000 residents of Kupang City from 25 to 28 February 2019
2	Facilitating the printing of 15,372 KTP-El Mass (with ready-to-print/PRR data status) for residents of Kupang City in collaboration with the Ministry of Home Affairs in March 2019 in preparation for the 17 April 2019 legislative and presidential elections.
3	Formed the Dukcapil City Public Service Reform Acceleration Team for the City of Kupang to immediately initiate improvements to population administration services after gathering various opinions, suggestions/opinions and public service phenomena from various parties, including following up on suggestions from the Ombudsman of the Republic of Indonesia Representative of NTT.
4	25 March 2019: Received an award from the Indonesian Ministry of Law and Human Rights in Jakarta as a form of appreciation for the Dukcapil City of Kupang, which has contributed to the success of the Ministry of Law and Human Rights program, namely the national movement to fulfill the identity rights of children in conflict with the law (ABH).
5	Pick up the KTP-El and KIA service balls at the Class IA Kupang Children's Special Development Institute (LPKA) on 26 March 2019.
6	Launching the Management of Child Identity Cards (KIA) and distribution of 15,372 mass El KTPs for residents of Kupang City on 11 April 2019 ahead of the celebration of the 23rd anniversary of Kupang City.
7	On 28 May 2019, several Dukcapil City Kupang innovations were launched in the form of online applications, namely: Electronic KTP Beginner Citizen Information System (SIGAP), e-stillbirth application and Adminduk Savings Packages (PAHE), which provide convenience for Kupang City residents in accessing population services and civil registration, besides that the Dukcapil City of Kupang has also implemented e-can innovations and panda (Population Data Utilization Information System) to facilitate the use of population data and documents by data users based on population data.
8	The improved administrative services at the Dukcapil City of Kupang made the Dukcapil City of Kupang a locus for innovation visitation by PIM IV Training participants at the Human Resources Development Agency (BPSDM) of NTT Province on 17 June 2019.
9	In October 2019, the Kupang City Dukcapil received ISO 9001: 2015 Standard guidelines, which is an international standard that sets out the requirements for a Quality Management System (QMS) in an organization which is a commitment to provide service standards for the satisfaction of Kupang City residents and Kupang City Dukcapil received a System certificate Quality Management (SMM) SNI ISO 9001:2015 by the Sucofindo Auditor Team in early March 2020.
10	In December 2019, the Indonesian Ombudsman Representative for NTT gave the Dukcapil City of Kupang a high compliance assessment in the Green Zone of Public Services.
11	Thumbnail for the El KTP Printing Record Service, MCH services and Birth Certificates at the Ebenhaezer Oeba Church-Kupang on 14 December 2019.

- 12 In June 2020, the Oepura-Kupang Blind-Hitbia Social Institution for the Blind-Hitbia-Kupang Social Institution for about 150 residents of the orphanage was broken.
- 13 Distributing free masks to residents of Kupang City who requested population administration services at the Kupang City Dukcapil office during the Covid-19 pandemic as a form of Kupang City Dukcapil concern for preventing the spread of Covid-19.

Services at the Kupang City Investment and PTSP Service (DPMPTSP). So far, based on the Mayor of Kupang Regulation Number 69 of 2020 concerning the types and mechanisms of licensing services at the Kupang City DPMPTSP, 95 types of licensing services have been delegated from the Kupang City Government to the Kupang City DPMPTSP. Moreover, of the 95 types of services, there are nine types of services that have used the SIPINTAR application, namely: 1) advice plan permits, 2) Building Construction Permits (IMB), 3) Construction Services Business Permits (IUJK), 4) Trade Business Permits (SIUP), 5) Warehouse Registration Certificate (TDG), 6) Advertising License, 7) Alcoholic Beverage Trading Business License (SIUP-MB), 8) Route Permit, 9) Tourism Business Registration Certificate (TDUP). According to the Head of the Data and Licensing Information Systems division interviewed by the author, the nine types of businesses are the types of services most people take care of. So far, they have been quite helpful to residents in facilitating the processing the said permits. However, according to the Head of the DPMPTSP Data Processing Section for the City of Kupang, residents often need help with the SIPINTAR application. For example, not all business actors can operate the application. Sometimes the officer has provided the link to the residents. However, later they returned to the office to consult because the submission of the requirements file was "unsuccessful," so the officer directed him again. Another example in terms of obtaining NIB (Business Identification Number), not all business actors are technologically literate regarding the operation of the SIPINTAR application. They also did not prepare their staff or employees to be able to operate the application. If only they had empowered their workforce to be proficient in operating the system, the document processing process by residents or business actors would have been more efficient and faster.

In the future, the City of Kupang DPMPTSP will continue to make efforts in stages to digitize or implement online services for other licensing fields that are still served manually, of course, adjusted to the support of available resources.

Innovative Service Strategy. First, the Government needs to design public service standards towards adapting to new habits related to service procedures such as working hours, service hours, service requirements, and online or online-based service mechanisms that can be widely implemented in various regions in Indonesia.

Second, there needs to be crisis management and anticipation by the Government, especially in dealing with disincentives for people affected by the pandemic regarding the application of online or online-based service standards.

Third, the implementation of digital bureaucracy by the Government must be a current and long-term priority to strengthen the quality and professionalism of public services for the community.

Fourth, local governments (panda) need to translate the central Government's spirit in realizing digital bureaucracy or transformative public services with concrete-imperative steps by establishing regional head regulations regarding the implementation of SPBE in all public service agencies.

CONCLUSION

Based on research that has been conducted in the framework of the quality of public services towards adaptation to the new standard (new normal), so far, the City Government of Kupang has initiated a public service innovation policy to facilitate the public in obtaining public services effectively amid the Covid-19 pandemic. 19. The intended innovation can be seen from the process of using online services through the provision of websites, platforms or applications, social media, in addition to providing services that are directly or by using physical contact.

However, this has yet to become an institutionalized spirit in various agencies to integrate transformative service systems for competitive and adaptive services. This can be seen from the absence of specific regulations initiated by the Kupang City Government to regulate innovative public service standards as an imperative guide for all agencies in Kupang City. The recommendation for the Kupang City Government is the application of an online and application-based public service system by utilizing the integration of service functions by taking advantage of the current pandemic momentum as one of the efforts to reduce the transmission rate of Covid-19 in the City of Kupang.

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