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# New Model of Local Government Administrative Service in a New Normal Pattern of Behavior Era in Indonesia

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**Abstract:** This study departs from a new habitual adaptation movement that changes people's social interactions as a rational choice amid the threat of the Covid-19 outbreak. The purpose of this article is to test empirically that the current model of local government administrative services in the archipelagic sub-districts is very inefficient and less productive so that it has an impact on meeting the basic needs of the community comfortably and fairly. Furthermore, this study offers a new model for Duo-TM, namely Temu Muka dan Temu Mesin. This article shows the need for an empirical study in the development of a local government administrative service model to trace geographic difficulties and risks due to the Covid-19 outbreak. This is especially relevant if the author refers to the reasons for the massive change in various social dimensions and forces the adaptation of new habits. On the other hand, the era of the 4.0 industrial revolution places the power of technology and information as a means for innovating services that are comfortable, fast, inexpensive, and of high quality.

**Keywords:** The new model of service, local government civil service, new normal era.

## A. INTRODUCTION

The global pandemic of the Covid-19 outbreak (WHO, 2020), has significantly changed world civilization and the global order. All areas of community life are not immune from the effects of this epidemic. Various habits and social behavior of society have massively shifted to the adaptation of new habits known as "new normal".

The impact of Covid-19 on these changes cannot be avoided. Scientists from various fields claim that all parties must be responsible individually or in groups for overcoming this outbreak. The awareness and participation of everyone will seriously reduce the spread of this epidemic. Decisions taken by all parties (government and society) will shape the world for years to come. This condition is not only in the health service system but also in the economic, political, and cultural dimensions. This is an effort to quickly and decisively choose alternatives to overcome direct threats while contributing to forming a new normal life (Harari, 2020).

As an effort to protect their citizens from the Covid-19 outbreak, governments in various countries, referring to WHO recommendations, issue policies related to health protocols. Each country tries to define and formulate ideal boundaries in normative provisions regarding social interaction between citizens in the public space and social interaction in the process of

fulfilling the rights of citizens through public services. These various regulations serve as guidelines to ensure a more comfortable and productive social life amid of the threat of this outbreak.

Although at the macro level, the policy formulation has been directed towards social life behavior with new habits, it is found that there have been no adjustments to the provisions regarding the new public service mechanism. Local governments as actors/administrators of civil services in the regions (Ndraha, 2003) have not specifically set specific policies related to this new mechanism. Some types of services that present large numbers of people are still carried out in conventional ways or old habits even with the implementation of public health protocols. Consumers or parties with an interest in service are still faced with normal procedures before the Covid-19 pandemic. This behavior occurs in every region, both in areas with land / non-archipelagic characteristics and in areas with archipelagic characteristics. Such conditions are certainly very prone to spreading the virus where the existing situation has great potential for massive individual-to-individual transmission.

In this regard, there should be an adjustment of public service mechanisms by local governments with a new model in fulfilling community rights as a whole. In this context, the innovation of a service model is more accommodating, responsible, and safe by offering a new, more flexible atmosphere that can adapt to the environment. Behind it, the process and results can be accounted for, and ensure the comfort of the parties involved in government service activities (Osborne,

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2006; Mc Court, 2013; Rao, 2013; Robinson, 2015). In essence, a model that can reduce direct interaction between service providers and service recipients. With this new model, it can be a solution for efforts to reduce the risk of the massive spread of the Covid-19 virus.

In another part, the presence of the Covid-19 outbreak which has a wide impact occurred amidst world conditions entering the 4.0 industrial revolution. Specifically, it relates to the steps of change in the complex interactions between humans and <sup>61</sup>technology, as well as transformations that produce new ways of understanding, acting, and producing things (Philbeck & Davis, 2019). These changes are related to the collaborative use of cyber technology, automation technology, and information technology in massive social life (Hermann & Otto, 2016). That is, the public in various parts of the world is currently in the transition of the technology industry through its various applications for the conveniences of social life. At a time when countries are preparing themselves by building the main infrastructure for technology and information technology components, there is a pandemic that requires people to change their behavior in social interactions. Under these circumstances, the public was forced to turn to the use of technology as a tool that is more comfortable from this epidemic infection. This momentum emphasizes the use of technology to be an important part of supporting people's productivity.

The above phenomenon shows that there is an opportunity for people to live more productively even amid a life-threatening epidemic. The central and regional governments, with all the limitations of <sup>62</sup>their authority, should start mapping new types of public services. In this context, there is a separation of government services that absolutely must be carried out face-to-face physically and there are public and civil services that can be accessed with technology. This service approach is in line with the spirit of the new normal which will change people's social access with a new lifestyle. Thus the community can fulfill their rights and the risk of contracting the Covid-19 outbreak can be anticipated.

This study aims to evaluate the service practices carried out by the local government so far about the self-comfort aspect of the Covid-19 outbreak for the parties involved. It is important to do this considering that human safety is the main thing so that the government is obliged to take macro policy steps regarding limiting social interactions. Until now, there

<sup>40</sup> are two regulations, namely Government Regulation Number 21 of 2020 and Regulation of the Minister of Health Number 9 of 2020. The essence of these two regulations of this type emphasizes restrictions on social activities in the context of handling the Covid-19 outbreak. This was then followed up with a circular warning RB and also a ministerial decision of the interior, both of which emphasized the new normal level for the ASN work system at the center and in the regions to make Covid-19 productive and safe. However, the regulations regarding <sup>17</sup>the new normal life order have not specified the types of government services that <sup>17</sup>online media and government services that are carried out directly (face to face). With changes in the social conditions of the community due to the Covid-19 pandemic, which then shifted to a new normal life order, it is fitting that the regional government administrative service model has changed <sup>51</sup>. Local governments should have started preparing new forms and models of service delivery by this new level of life (Martin, Levey, & Cawley, 2012).

Departing from the above phenomena, it is interesting to conduct a study of the ideal model in local government services amid a pandemic. Research with this theme contributes to broadening the study of government service models in autonomous regions characterized by islands. Whereas the service model using technology networks has been practiced gradually in the private sector and also in some government agencies in several big cities. Some regions have focused all government services through online media. However, the expansion of the study on mapping services as an ideal model has only been developing in some urban areas. This is still rare with the number of studies that are still lacking for rural areas with archipelagic characteristics. Service conditions in the archipelago still emphasize the aspect of meeting the needs for services, not yet fully paying attention to aspects of the quality and convenience of these services. The development of technology applications for ease of service has been carried out in several urban areas whose geographical conditions can be reached directly.

The attention to sorting out the types of services above is given the views of several experts regarding the characteristics of ideal services including how services must fulfill the principles of comfort and justice. That the community must obtain their rights in any situation and condition comfortably and fairly, so the government must fulfill it by carrying out its government functions comprehensively. Regarding the

efforts of local governments to fulfill administrative services amid the Covid-19 pandemic, it is interesting to confirm that services carried out using the pre-pandemic habit model are no longer suitable models. For this reason, the confirmation results become the material for alternative formulations of service models that ensure the convenience of the public in obtaining their rights in quality and just manner amid a pandemic. This is where the current research is located to offer an ideal government service model in the new normal era to be applied in various regions in Indonesia, especially areas with difficult geographical characteristics including archipelago areas.

## B. CONCEPTUAL FRAMEWORK OF GOVERNMENT SERVICES IN THE NEW NORMAL ERA

The concept of government services has developed in various ideas and understandings in various countries so that there is no fixed and same definition for every time in all countries (Syvertsen, 1999; Lopes, Soares, Nielsen, & Tavares, 2017). Generally, government services are accepted as public services which are always contrasted with private services, where the definitions put forward by scientists or experts regarding public services are generalized concerning government. Specifically, public services are defined as services that are largely, or wholly, funded by taxation. This public service covers the fields of public management, including central and regional government, health authorities, education, defense, justice/household affairs, and semi-state non-commercial organizations. This is where it differs from private sector services which are highly commercialized in some of their activities (Humphreys, 1998). In line with that, Syvertsen (1999) breaks down the concept of public services into three domains, namely: 1) Public services in the sense of public utilities, namely, the technical-economic interpretation of the term which refers to the types of services generally provided by the government such as postal services, roads, railroad tracks, etc. 2) Public services that refer to public or shared spaces. In this sense, public services stated more explicitly about content and value. The public sphere represents the institutions in which community members take part collectively in making decisions for the common good. This ensures that all members of the public have access to the information and knowledge required for their duties. 3) Public services can be translated as the delivery of information to viewers with the main objective of meeting the interests and preferences of individual consumers.

On the other hand, Ndraha classifies government services into two types, namely public services and civil services (Ndraha, 2003, p. 42). Civil service is a right, basic need, and demands of every citizen regardless of an obligation so that it is not traded on the market and its supply is monopolized and is the obligation of the government. Meanwhile, public services are the fulfillment of public services which are the necessities of life of many people, which are not traded through market mechanisms but are processed specially through government control targeted at aspects of quality, price, service, sufficient quantity, distribution, and current availability. required. Services of this kind include drinking water, roads, electricity, telephone, gas, and various needs of the grassroots community. Both are related to products provided by providers or the government that must adapt to the demands of consumers or society (Ndraha, 2003, pp. 45-49). In another explanation it is emphasized that public services are no choice, the rates are as affordable as possible by all levels of society, especially the lower class and are under the authority of the government. Meanwhile, civil service is a no price, the cost is not charged (directly) to the people it serves and is a government obligation (Ndraha, 2005, p. 192). Thus, government services are not only perceived as public services but also with civil services. Even though the nature of government services is a monopoly due to authority (no choice and no price), the government is still obliged to provide the fulfillment of quality public and civil services by referring to several prerequisites as standards for society.

Until now, the notion of government service quality standards has accommodated several paradigms following the dynamics of the demands of society. This then gave birth to the formulation of a new ideal service model for the government. The public service paradigm currently being developed refers to the concept of the New Public Service. This concept contains several main principles offered, including 1) Serve, rather than steer, 2) The public interest is the aim, not the by-product, 3) Think strategically, act democratically, 4) Serve citizens, not customers, 5) Accountability isn't simple, 6) Value people, not just productivity, and 7) Value citizenship and public service above entrepreneurship (Denhardt & Denhardt, 2000). Overall, the principles presented place citizens and the public as the main concern of the government for the services provided. In this context, it promotes broader democratic values oriented towards the needs of citizens and the public interest in every action on

government services. These values complement the efficiency and productivity values in the government system, so that of course it will change the new public service delivery model in the social dynamics of society.

The concept of Denhardt, R. B., & Denhardt, J. V (2000) above, put an equal position between government and society. The old relationship that places the government as the dominant actor in service is considered inappropriate in a democratic country. Thus forcing the mindset in service to change to a new model by emphasizing collaboration from various interrelated dimensions. The implication is that the service model becomes more flexible in responding to community needs and can adapt to environmental conditions from various social situations and conditions. In connection with the main dimensions of building a new government service model, Prefontaine <sup>22</sup> *et al.* (2000) put forward several ideas, including: 1) Political, Social, Economic and Cultural Environment; 2) Institutional, Business, and Technological environment; 3) Partners' Objectives and Characteristics; 4) The Collaboration Process; 5) Models of Collaboration; 6) Performance of the Project and the Collaboration Model. Whereas with the support of the internal and external environment, then the parties involved, followed by the collaboration process itself, as well as the service activities offered, and the governance methods used to regulate these services, will answer the demands of the community's needs for fulfilling their rights in fair in space, time and any conditions. It appears that these dimensions are relevant to be placed as a basis for consideration in delivering quality government services. So, the use of the above factors in the formulation of the new service model of the local government will support the achievement of service objectives based on the new public service doctrine.

In connection with the Covid-19 pandemic, which has changed the social habits of the community to a new normal life order or a new normal, adjusting the regional government administrative service model is also a necessity. This adjustment is a service reform that can be applied during a new habit period. In this context, making deliberate changes to service processes in public sector organizations, to make them run better than before (Colgan, Rochford, & Burke, 2016). This means creating a new framework, which positions the community as partners and contributors to information in the service process, rather than just as end-users (Huijboom, *et al.*, 2009). Thus, local

governments have the responsibility to prepare new forms and models of administrative services that are more comfortable and fair. That the government needs to fundamentally change the way or mechanism of public service delivery (Chan, Lau, & Pan, 2008). This idea is given the current condition of society, which is very enthusiastic, has enthusiasm and motivation to live a better and more comfortable life despite the threat of plague and other difficulties. Even in these conditions, the community is willing to participate in the development of based public services, even though their capabilities are very limited (Holgersson & Karlsson, 2014). It can be said that the expectations of public services have increased exponentially along with the development of new technologies, but there are limited funds to invest in public services. This condition poses a challenge for the government to adapt to new realities with the principle of "doing more with less" or 'doing less with less' and focusing on the results that people need and want (PWC, 2013).

Following up on the spirit of change above, innovations in local services are needed. The innovation here is necessary as the right solution in the new normal era and as an effort to build capacity for social change. The consideration is that the existing crisis has had an impact on a prolonged restructuring of the social sector and greatly disturbs the economic, political, and other dimensions (Sacks, Grant, & Wilkinson, 2018). Also, local government services at the new normal level will require making difficult decisions about which services should be transferred, how they work, how the payment system is, and who should provide them. This process takes time for local governments, but based on existing regulations, of course, becomes the legal basis for determining what must be done and what should be done (Perlman, 2010; Walters, 2011). For this reason, local governments must also be involved in discussions about new forms and appropriate service delivery models in this era of new habitual adaptation (Martin, Levey, & Cawley, 2012). Thus the new normal life requires the adoption of new changes for local government organizations and the environment that are relevant in fulfilling the public's right to services.

The importance of innovation for public service management to be more effective in its implementation fulfills public rights amid dynamic societal conditions (Mulgan & Albury, 2003; Walker, 2004; Hartley, 2005). The presence of this innovation is characterized by a very rapid change (hyper change) (Barrett, 1998, p. 288) as a combination of linear, exponential,

discontinuous, and chaotic changes. This is a corollary of demand (from the public and the state), resulting in several different public service organizations to increase their capacity to share information, develop common data standards, and change related practices between organizations (Walker, 2004). Thus, it is only through the process of innovation that public services can move from a mass-supply model to a more personal one (Mulgan & Albury, 2003). The innovation here is also concerned with novelty in action (Altschuler & Zegans, 1997) and successful new ideas (Mulgan & Albury, 2003). The point is that innovation is not just a new idea but a new practice. In another view, innovation can include reinvention or adaptation to a context, location, or period, in the form of spreading practices to other organizations, in different localities and jurisdictions (Rashman & Hartley, 2002).

Amid the plague pandemic and the 4.0 industrial revolution, changes to this new normal life are also marked by changes in the conditions of people's increasingly diverse needs, and the demands of each individual for services are increasing. With the limitation of social interaction due to this epidemic accompanied by the presence of new information and communication technologies, it has implications for the emergence of new work practices, new forms of social and family organization, followed by other rapid changes that have led to the fragmentation of previous social groups. homogeneous. As a consequence of the increase in demand for the fulfillment of people's needs is the general expectation of services that can be accessed by the public at any time. Here are two important events that become the momentum for the consolidation of local government services, as initiated by Lawrence L. Martin, *et al.* (2012) concerning institutional restructuring and reformulation of service models. With the directions above, it is very appropriate to be used as a basis for realizing a new public service paradigm in the new normal era.

For this reason, research is carried out to identify the right forms of service during a life-threatening epidemic, then the types of services that are suitable in the era of technological and information transformation by referring to service quality as the doctrine of new public service efficiently and productively. Research findings on these aspects will be the material for the formulation of a new service model by the regional government, especially regional units (specifically the sub-district head and its apparatus), to meet the needs of the community fairly and comfortably amid the threat of the Covid-19 outbreak. Besides that, it can be used

as a solution for services in areas with difficult geographic characteristics such as island areas. This study is relatively new for a ministry with a new normal life level. The main focus is in the archipelago with the hope of contributing to broadening the study of the ideal form of service, where geographic characteristics are considered in the policy.

## C. RESEARCH METHOD

The highlight of this research is in Alor Regency, East Nusa Tenggara Province. The reason for choosing this area as a research locus is given that the characteristics of the area are islands, so it is very appropriate concerning the dynamics of service problems from the aspect of geographical difficulties. Thus the research findings will be a solution for other areas that have similar problem conditions. The data were collected through interviews, in which the heads of sub-districts as regional officials who spearheaded service delivery were selected as informants. The determination of these informants was divided into two with the consideration of the head of district on large islands with the work area in the center of the regency capital and also the head of district whose working area was in small islands.

Also, to support the validity of existing data, a documentation study was carried out from related agencies in the regions. In data collection, informants were interviewed by telephone interactively and recorded according to the agreement, which was supported by confirmation via SMS or Chats on the Watshapp application by the guidelines provided. This technique is carried out considering the pandemic situation that does not allow researchers to be present in the field. From the results of the recorded interview data, it is equipped with document data collected and then analyzed, interpreted and the results are used to formulate an ideal service model in the new normal era. The article then concludes by exploring the theoretical and practical implications of the findings.

## D. RESULT AND DISCUSSION

Government administrative services in the regions are generally carried out through regional apparatuses namely the sub-districts. This unit was formed to improve the coordination of government administration, public services, and empowerment of village / kelurahan communities (article 221, Law No. 23/2014). In this connection, the sub-districts were assigned attributive and delegating authority. Attributive means

an inherent task given by law or given by a legislative body which is the initial or base of a pre-existing authority. While delegating authority means that the task has been transferred from the administrative authority above it so that it can exercise authority on its behalf (Brouwer & Schilder, 1998, pp. 16-17), (Wasistiono, Nurdin, & Fahrurrozi, 2009). So the interaction activity between government officials and the community in the context of administrative services is more visible in the sub-districts. With these two types of authority, the burden on the sub-district becomes even greater. As the first point of service, of course, the risk or potential risk incurred is also very large. For this reason, attention to improving a comfortable administrative service model amid an outbreak is becoming more prominent in the sub-districts.

The types of administrative services as the head of district duties come from attributive and delegating authority as follows.

From the details of the tasks presented, it can be seen that the position of the sub-district head is not only as regional coordinator for the implementation of government functions in his area but also as executor of several affairs whose authority has been delegated on a small scale. So in addition to administrative tasks whose output is in the form of documents of validity, they also directly carry out several program activities

related to delegated related sectors. Completing these tasks, the subdistrict head in the archipelago must carry out unexpected and time-limited social duties and responsibilities. Tasks that are quite attached to the position as written in the last point of attributive duties are carrying out other tasks following the provisions of laws and regulations. This is the duty of the head of district, whose implementation always interacts with the community directly. With the risk of the covid-19 outbreak, the burden of this responsibility is getting bigger, especially for personal safety and meeting community needs.

In connection with this, several informants stated that the impact of the Covid-19 pandemic greatly disrupted administrative service activities in the sub-district. This occurs in sub-districts that are located on small islands or on large islands or land areas. There are several dilemma conditions faced by both service providers and the community as service recipients. From the community's point of view, about the fulfillment of the need for fair government services based on the basic principles of service, which is obtained comfortably and is protected from the life-threatening Covid-19 outbreak. Meanwhile, from the point of view of service providers or officials in the sub-district, about productivity, performance must be maintained to efficiently fulfill public administrative services.

Table 1: Details of Camat Duties Based on the Type of Authority Obtained

Attributive Tasks	Delegate Tasks
<p>1. Carrying out general government affairs at the District level by the provisions of laws and regulations governing the implementation of general government affairs</p> <p>2. Coordinating community empowerment activities</p> <p>3. Coordinating efforts to maintain public order and peace.</p> <p>4. Coordinating the implementation and enforcement of Regional Regulations and Regional Head Regulations.</p> <p>5. Coordinating the maintenance of public service infrastructure and facilities;</p> <p>6. Coordinating the implementation of government activities at the District level;</p> <p>7. Fostering and supervising the implementation of village governance following the provisions of laws and regulations governing villages;</p> <p>8. Carry out government affairs that fall under the authority of the regency/city which is not implemented by the work unit of the regency/city regional apparatus in the District</p> <p>9. Carrying out other tasks by the provisions of laws and regulations.</p>	<p>1. This delegative task is a task that comes from the delegation of part of the regent's authority in the context of carrying out part of the government affairs which becomes the authority of the regency and to carry out assistance tasks.</p> <p>2. This task comes from a part of the powers that are spread over the sectoral agencies that carry out government affairs.</p> <p>3. Determination of this task is carried out based on the mapping of public services following the characteristics of the District and/or the needs of the local community.</p> <p>4. In general, this task includes several authorities, including Licensing Authority, Recommendation Authority, Coordination Authority, Development Authority, Supervision Authority, Facilitation Authority, Determination Authority, Information Collection &amp; Delivery Authority, Organizational Authority.</p>
<p>Note :</p> <p>1. This attributive task is the same task that applies to all districts.</p> <p>2. In each of these attributive tasks, sub-tasks describe the activities of carrying out the main tasks.</p>	<p>Note :</p> <p>1. The delegation duties for each sub-district are different or vary.</p> <p>2. This delegative task is followed by the transfer of personnel, financing, equipment, and documents from sectoral agencies that have transferred part of their authority.</p>

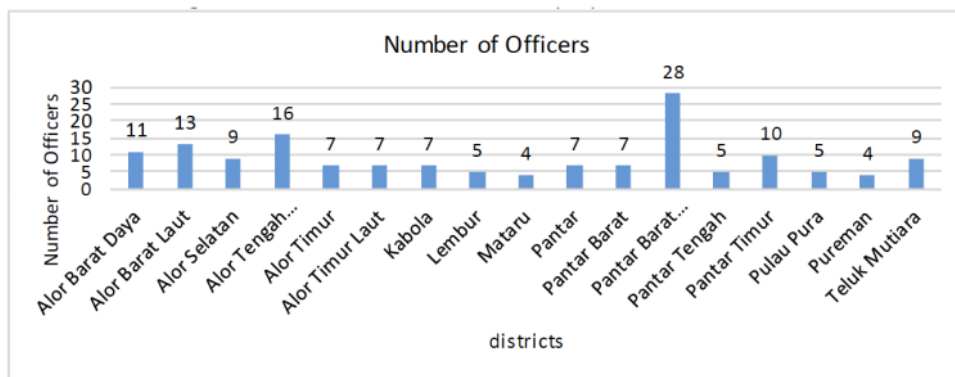
Data source: processed from PP 17/2018.

The dilemma above is getting heavier and more difficult in line with the lack of service infrastructure and limited supporting infrastructure in the sub-districts, especially those on small islands. These limitations include the absence of infrastructure for telecommunication access on the islands, followed by inadequate road infrastructure, electricity, and drinking water making it difficult for quality service delivery. This very apprehensive condition is added to the carrying capacity of office infrastructure which is modest, such as the unavailability of computers and operational vehicles that are suitable for regional conditions. This is as explained by several informants who stated in different languages but in principle agreed that amid the COVID-19 pandemic situation, service delivery became increasingly difficult due to limited conditions of supporting equipment. This argument is strengthened by the description of the geographical conditions on the islands which are very difficult to reach when it comes to presenting the community at the center of the sub-district office. Some of the informants even convinced that in the normal situation before the pandemic, service delivery was not optimal, especially during the pandemic, where health protocols must be followed, such as physical/social distancing behavior and the use of personal protective equipment and others. This is where the service burden becomes heavier amid difficult regional conditions and limited supporting infrastructure. With these conditions, some types of services are limited or reduced in frequency and there are even types of services that are not performed at all.

On another part, it was found that the role of the camat in the islands went beyond the administrative service duties listed in attributive and delegative tasks as presented in Table 1 above. Several informants

described that in addition to the tough tasks that have been stated in writing in the regulations, there are even heavier tasks that must be carried out even though they are not explicitly written in the regulations. The camat and their officials on the island must be proactive in being present in the village community or in the villages to provide services. This has to be done considering the geographical difficulties faced so that public access is very limited in the sub-district offices. The process of service activities is entirely the initiative of the camat and his apparatus, so that the camat becomes the prime mover or the main mover of service delivery for all community rights. So, the implementation of services when the head of sub-district and his equipment are actively moving to meet the needs of the community. The opposite happens when the camat and his staff are passive or waiting for the presence of the community at the office. With the condition of the region and the behavior of the sub-district community on the islands as described, it appears that service delivery is becoming increasingly difficult in line with the low carrying capacity of the sub-district apparatus in terms of both quantity and quality. In terms of the number of officers, it can be seen from the total number of officers tasked with providing services in each sub-district. Meanwhile, in terms of quality, it can be seen from the level of education of the officials. This is as presented in the following table.

It can be seen that only 4 (four) districts with more than 10 (ten) employees, namely North West Pantar with 28 employees, North Central Alor with 16 employees, North West Alor with 13 employees, and Southwest Alor with 11 employees. Meanwhile, the remaining 13 districts are supported by employees up to 10 (ten) employees only or less than 10 employees. According to several informants, the employee



**Figure 1:** Data on the Number of Employees in Each District.  
Data source: Processed from Kab. Alor Year 2020.

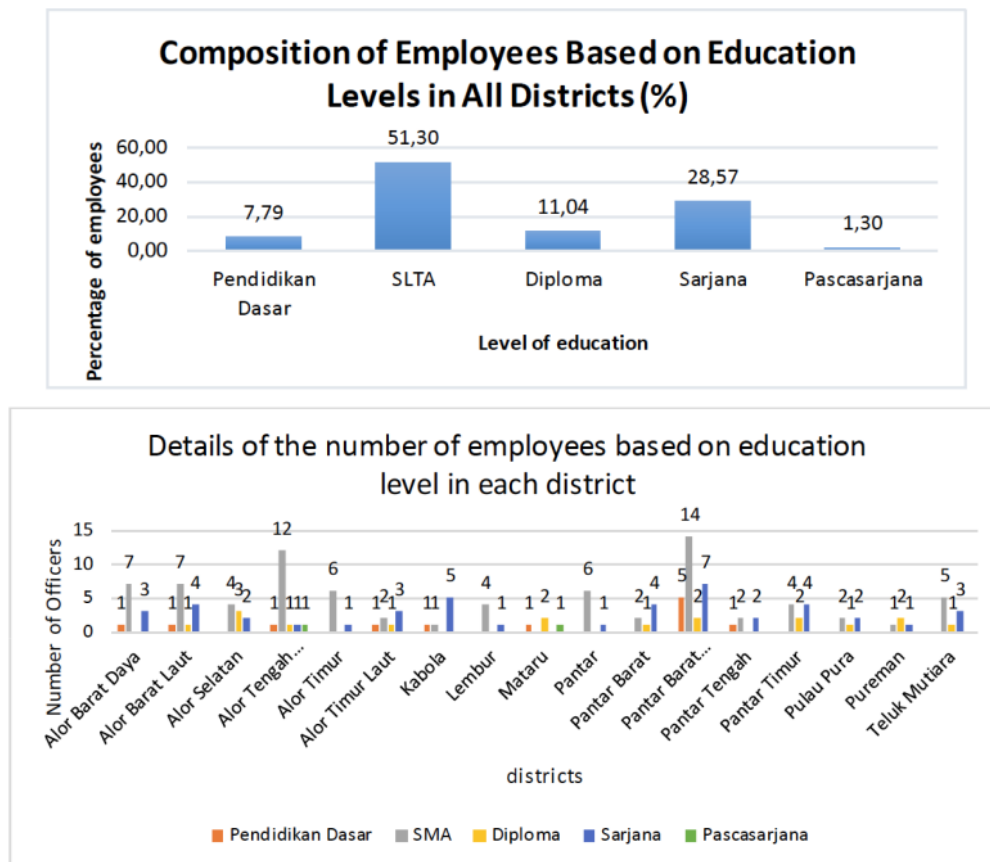


condition data does not support the implementation of duties in the sub-district. This is because the scope of the assignment area is so far away, where people are on large and small islands that need fair service from district officials. With the number of existing employees, even service delivery during the pre-pandemic period has not been completely carried out. They are not even able to attend to the needs of people in remote areas of the island. Especially during the pandemic era due to the covid-19 outbreak where the atmosphere faced was full of restrictions and full of strict health protocols. This condition shows that in terms of numbers, the existing employees in the sub-districts are not yet sufficient in carrying out the burden of administering administrative services and administering other government functions in this new normal era. With the limited number as complained by the informants, accompanied by restrictions on social interaction between officials and the community, while service behavior still uses pre-pandemic methods and

mechanisms, it certainly has an impact on the quality and productivity of services.

On the other hand, in terms of the quality of existing employees, it seems that they have not fully supported the administration of administrative services and the administration of other government functions effectively and efficiently. Several informants agreed that the current employees are less productive, less innovative, and also do not understand their duties and responsibilities. This is due to their limited knowledge, making it difficult to develop in delivering services quickly and precisely as expected by the community. This behavior is in line with the composition of the education level of employees in the sub-districts, as shown in the table presented below.

It appears that employees in each sub-district are more dominated by high school education levels or equivalent, with a distribution of more than 50 percent of the total existing employees. This condition means



**Figure 2:** Data on employee composition based on education level in all districts.  
Data source: Processed from Kab. Alor, the Year 2020.

that the administration of administrative service duties, as well as the implementation of other government functions in the sub-districts, is mostly supported by employees with lower secondary education. The composition of employees with education like this is more of an implementer who is always waiting for instructions, directions, orders from their superiors. This is as emphasized by the informant that these employees do not have the independent initiative to carry out their duties responsibly. Generally, service activities carried out are more routine work, even without a measurable mechanism or procedural. This kind of behavior seems more difficult to support services effectively and efficiently in the new normal era, which requires the fulfillment of community rights even though through restrictions on social interactions. The ability of employee personnel, seen from the insight, knowledge, and skills that will lead to service innovation, is still very limited. This condition is getting more difficult for services due to the reduction of some procedural procedures and the limitation of some social activities in the sub-district.

The description of service delivery in the islands shows the spirit of providing productive and fair services to meet the needs of the community is constrained by the limited basic infrastructure and infrastructure, as well as the human resources of the provider. With the existing conditions, it is very difficult to achieve efficient, productive administrative government services and meet the principles of new public services amid the Covid-19 pandemic. The hope of meeting the basic needs of the community comfortably and fairly through the provision of services amidst the adaptation of new habits and the 4.0 industrial revolution, is getting further to be achieved. The presence of an epidemic that limits the space for physical and social interactions which is not followed by a new approach in service, forces some service activities to decrease so that productivity decreases. This condition certainly adds to the poverty rate and further increases the social gap/inequality of the people in the islands with other regions.

In connection with the findings presented, it is necessary to initiate solutions that ensure the fulfillment of community needs fairly and comfortably. The solution offered is to change the current service system into a new model initiated by the term Duo-TM. This model presents two lines of service interaction, namely face to face and machine meet. In this case, the service is carried out directly face to face and services using media technology and information. Meet-in-Face

Service means a service process that requires prospective service recipients to be present in-person to meet the service provider. This means that the service can be accepted if the prospective service recipient is not represented to meet the service provider apparatus. This mechanism is related to direct proof authentically by the service provider apparatus of the community receiving the service, through checking the suitability of document data and tracing the validity of the person concerned. The main consideration is to prevent data fraud or data duplication from occurring. Thus a service model like this is still relevant while providing standard operating procedures for its specific implementation, including the provision of quality personal protective equipment. Furthermore, service with the line Machine Gathering refers to the provision of services through access to certain media features and applications provided through information technology, after the prospective recipient of the service completes the specified requirements.

The model offered departs from several considerations, including empirical facts on the ground, global conditions that occur, and the principles of new public services that are very trendy in being developed. All aspects of the consideration are divided into two dimensions, namely the internal dimension and the external dimension.

**Internal Dimensions;** This dimension relates to the dynamics of the ministry itself, especially the principle of service or the doctrine of service that is currently developing. The consideration is that the government service model always refers to current conceptual or theoretical ideas. Currently, the global trend of government service delivery refers to the new public service principles initiated by Denhardt, R. B., & Denhardt, J. V (2000) as well as the principles of efficiency and productivity. Thus, the change in the model of local government administrative services in line with the adaptation of these new habits or new normal becomes a momentum to accommodate these principles in a more serious and focused manner.

The principles of the new public service that can be adopted in the development of this new model include (a) Serving, not directing. It is time for public servants, including those in the sub-district, to help residents articulate and fulfill their interests. (b) The public interest is the goal, not a by-product. Sub-district officials must contribute to building common ideas about public interests and shared responsibility for services. (c) Think strategically, act democratically.

Policies and programs for public needs must be achieved effectively and responsibly through collective efforts and collaborative processes. (d) Serving citizens, not customers. Sub-district officials are not only responsible for responding to the demands of "customers," but are focused on building relationships of trust and collaboration with community members. (e) Accountability is not simple. Sub-district officials must pay attention to market mechanisms, statutory laws and the constitution, community values, political norms, professional standards, and the interests of citizens. (f) Value of people, not just productivity. It's time to pay attention to collaboration and shared leadership based on respect for everyone. (g) The value of citizenship and public services over entrepreneurship. The commitment of the district apparatus to make a meaningful contribution to society goes beyond the style of an entrepreneurial manager.

About the principle of efficiency in the new government administrative service model, the thing to consider is getting the best comparison between standard input and output outcomes in the service delivery itself. Input standards can be in the form of cost, time, energy, and other materials used to produce output outcomes. This principle emphasizes that the delivery of services in the kecamatan with this new model takes into account the extent of the economic conditions of the community, which is relatively short to obtain, fast, and does not require much manpower. Then service providers can save resources, involving very few employees and short service travel times.

Meanwhile, considerations related to the principle of productivity in changing the new service model are concerned with maintaining the attitude, mental, and behavior of officials who continue to serve the community despite the threat of a life-threatening epidemic. This effort is made so that service orientation remains focused on continuous improvement, and results in better performance. In this context, the provision of services remains active in meeting the needs of the people on the islands.

External Dimensions; This dimension relates to several factors beyond the direct interaction between service providers and recipients. These factors are identified from the trend of massive changes in social behavior in the community which is influenced by global environmental conditions due to the Covid-19 pandemic. This change in behavior targets various dimensions of life, including changes in the political, social, economic, and cultural environment. The

interaction of the community individually and in groups in various fields is different with new nuance. This certainly has an impact on the behavior between service providers (local government / Camat) and service recipients (community). Due to this condition, it is necessary to change the administrative service model of the local government.

Then also related to changes in national regulations that organize social interactions of people in new habits. That due to the global pandemic from the covid-19 outbreak, the government issued several regulations to protect citizens. The impact of this issued regulation forces adjustments in social interactions, such as limiting social activities, limiting physical distance, using personal protective equipment, reducing the number of people in a crowded environment, and others. With this condition, of course, has an impact on service delivery so that it is necessary to change the new service model.

On the other hand, the presence of the 4.0 industrial revolution which had a massive impact on the development of information technology and automation, had an impact on social relations. The presence of various main features and technology applications that are created makes it easier for people to interact with their needs. The impact of technology is very large on human life, such as reducing mileage, travel time, costs incurred, and also solutions to several difficulties in meeting their daily needs. This media is certainly a solution for fulfilling community needs through administrative services in areas including areas with high geological difficulties. This momentum is appropriate for changes in service models in the new normal era based on technology and information.

Considerations from the internal dimension and the external dimension as described above then come the formulation of a new model of local government administrative services that accommodates government interests and community needs. The service approach with this new model is believed to be able to comfortably meet community needs for administrative services. This model is considered quite effective for archipelago areas or other areas with a high level of geographic difficulty. Thus people in remote areas can enjoy quality government services as well as people in other areas.

As a follow-up to the new model above, several things were suggested, including First; The government needs to identify all types of administrative services in

the sub-district, then sort and segregate the types of services that are face-to-face and those that can be done using information technology. Second; Given the types of services provided by technology media, the government and local governments need to build a proportional basic technological infrastructure to meet service needs that reach all corners of the islands. The infrastructure is in the form of electricity using solar thermal power, internet networks and gradually planning the use of drones as a service delivery service in remote areas. Third; The government needs to build an electronic security system that guarantees the personal data transactions of service users on islands, to ensure the security of this technology-based service. Fourth; the government needs to continue to provide innovations through information technology applications that facilitate services on the islands. Fifth; For this to be carried out properly, it is necessary to provide regulations as guidelines for the parties with an interest in services. Sixth; For the service to be carried out effectively on the islands, before the determination of the type of face-to-face and machine-meeting services, adjustments for the delegation of part of the authority are first made based on the provisions in the latest regulations.

## E. CONCLUSION

This study describes the administrative services of the local government through the sub-district head and his apparatus in the archipelago in the new normal era, still being carried out using the old pre-pandemic model. Services with this model provide direct interaction so that it is very risky for service providers and service recipients on the islands. The conditions of limitations and difficulties faced amidst the threat of an epidemic further reduce the quality of service delivery in a comprehensive manner. Research findings confirm that this kind of model is ineffective in providing services comfortably and equitably. Adopting several new public service principles, then massive social changes in various dimensions, and the current development of information technology, service delivery is directed at a new model that is different for archipelago areas. This study has limitations in generalizing the data given the focus on informant constructs in a limited context. With data collection techniques amid this outbreak, the results are difficult to extrapolate further. To get significant results regarding a new service model amid an outbreak as well as a solution for areas with high geographic difficulties, future research can be carried out in border areas or areas with mountainous characteristics to

investigate comfortable service models in the new normal era.

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