TOGMOL LEADERSHIP, AGILITY, AND ADAPTABILITY OF PUBLIC SERVICES AMIDST PANDEMIC

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ABSTRACT

This research aims to describe how local governments develop agility and adaptability in the midst of a pandemic and the various problems and limitations they face, to maintain the performance of their public services through evaluation of public services which is relevant with local characteristics. The study was conducted in Lebak Regency, Banten Province, a district that represents a rural area with relatively limited financial capacity, accessibility conditions, and infrastructure. Data was collected through participant observation, in-depth interviews, and documentation study; and analyzed qualitatively. The results of the study show that adaptation and agility can be realized innovatively, even though it is faced with various problems and limitations. Political leadership and bureaucracy that are "togmol" in organizing and mobilizing the bureaucracy are the determining factors for the success of its implementation. The results of this study contribute to the disciplinary area of public services and governance, and can practically be used to encourage public service providers in Indonesia, in particular, to increase adaptability and agility in the midst of a situation that changes rapidly and is full of uncertainty, even with various obstacles and limitations.

Keywords; Adaptability; Agility; Togmol Leadership

A. INTRODUCTION

The Covid-19 pandemic has triggered major changes in the life order of the world community. A pandemic that spreads very rapidly through social interaction, has implications for various forms of social distancing that require the adaptation of new habits that prioritize health protocols as an effective way to prevent transmission and spread. It is in this context that the use of information and communication technology (ICT) is a solution in the midst of a pandemic, although not all government, private and community institutions have the readiness and ability to adapt to it. The problem of accessibility due to limited infrastructure and

telecommunications superstructure is still evident. Likewise, the limited purchasing power of the community has caused almost all sectors to be severely affected by "gaptek" (means: technology illiteracy) in adapting to ICT which is rapidly and massively becoming the main mode of social interaction, including in government administration and public services.

The pandemic, which brings rapid change and is accompanied by uncertainty, demands that public service providers have the ability to adapt to various possibilities that may occur, by strengthening resilience on the one hand and agility on the other. The problem becomes difficult when local governments are faced with several fundamental problems, including accessibility constrained by unfavorable geographic characteristics, relatively limited infrastructure conditions, low regional fiscal capacity, and inadequate socio-economic conditions of the community to participate effectively, active and autonomous. In the midst of a situation like this, a breakthrough is needed, to overcome the barriers that can depreciate the performance of public services which in the end can harm the public interest.

As a district that has just graduated from its status as an underdeveloped area, at the macro level, Lebak Regency is still one of the inferior districts compared to other districts/cities in Banten Province. With the lowest regional GDP contribution, which is only around 4.32 percent of the total GDP of Banten Province, it illustrates the relatively limited structure, effectiveness of the regional economy, and the welfare of the people. With this low contribution, Lebak Regency is still faced with several fundamental problems in governmental administration, regional development, and especially in the implementation of its public services, especially in the midst of a pandemic situation. The problem of limited telecommunication infrastructure, for example, is still very real, where not all villages in the twenty-eight sub-districts in the regency are covered by cellular signals, as well as the relatively low electrification ratio. The 2020 Census, which is only accessed online by approximately 8 percent of the households, is a clear indication of the problem of low public accessibility to the internet or digital platforms, which is still very real. The topographical condition of the Lebak Regency area which is hilly and mountainous, and with an area of up to 330,507.16 hectares, making it the largest district in Banten Province, is a natural factor that has contributed to worsening the situation.

Besides, with a poverty rate that still haunts 8.30 percent of the population (Lebak Regency in Figure, 2020), the problem of purchasing power to be able to

access and utilize ICT is also a problem in itself. Referring to the Banten Province People's Welfare Statistics Year 2019 ([Statistical Bureau of Banten Province, 2020](#)), only about 49.01 percent of the population of Lebak Regency aged 5 years and over have cell phones; only 5.27 percent of the population of that age uses a computer, and only 28.72 percent have accessed the internet in the last 3 months.

In the midst of these various limitations, the Lebak Regency Government is faced with a choice that is not easy, especially in the midst of a pandemic situation that demands the use of ICT as the main alternative mode and platform in governmental process, regional development, and public services. Early initiatives and breakthroughs were carried out in 2018 through the formation of the Office of Communication and Information Technology (Diskominfo) as a regional agency assigned a special task to carry out this mission, although its formation has been criticized quite a lot by the public considering the urgency and scale of needs which are not too prioritized given the various preconditions less profitable as described above. This breakthrough was initially considered by the public as an option that was "as crazy as" the choice of a regent's vision that changed direction drastically to the development of the tourism sector, considering that conventionally the vision in the previous era had always focused on the agricultural sector which naturally and factually was still the base sector of the economy the region and its people.

This research limits its study to the efforts of local governments to adopt in the midst of a pandemic and its various limitations, to maintain the performance of its public services through adaptive monitoring and evaluation of public services. This monitoring and evaluation is carried out through innovative people satisfaction surveys as mandated by Law Number 25 of 2009 concerning Public Services, as well as technically regulated in PermenPANRB Number 14 of 2017 concerning Guidelines for Preparing People Satisfaction Surveys for Public Service Providers. Adaptation is based on the necessity for all public service providers to prioritize public safety through the strict and consistent implementation of health protocols, in addition to efficiency efforts amid increasingly limited regional resources due to the pandemic.

Based on the background and limitations on the scope of the study above, this study was conducted to answer two research questions, namely: how is the adaptability and agility of the Lebak Regency Government in carrying out monitoring and evaluation of the performance of its public services ?; and what factors drive its

success ?. The research locus is Lebak Regency, which was chosen because it represents a regency with a relatively limited level of accessibility, as well as the regional and national low performance of regional socio-economic indicators, so it is hoped that it can represent the same problem in districts/cities with similar characteristics.

There have been many studies on how public and private organizations adapt to changes in their environment. Wang and Kapucu (2007), for example, focus on the ways the Florida State government can adapt to disaster situations by developing effective public communication strategies to improve community preparedness in responding to disasters. Moynihan's (2009) study in the United States identified the application of structural innovation known as Incident Command Systems (ICS) in dealing with various crises that occurred, as a way for the government to adapt amidst the obstacles to effective coordination that are often faced in crises. Whereas Zhang, Welch, and Miao (2018) utilize a psychological approach in their research and find the important role of risk perception faced by organizations in converting environmental stimuli into organizational adaptive responses that drive them to organizational adaptation learning models.

In particular, in the context of organizational adaptation to the Covid-19 pandemic, quite a lot of similar studies have also been conducted. Agostino, Arnaboldi, and Lema's (2020) study of many state museums in Italy, for example, specifically focuses on digital transformation as the most effective way for public organizations such as the museum to adapt to a pandemic situation to maintain the performance of its core business, despite the means This is faced with three main obstacles, namely: user community involvement; complex planning and control; and the costs are not small. Moon's research (2020) describes the success story of the South Korean Government in controlling the Covid-19 pandemic after seriously learning from the experience of the failure to control the MERS outbreak in 2015, by changing a more agile-adaptive approach, transparency in communicating risks, and public participation area as the key to its success. In line with Moon's study above, Yen (2020) also found three determinants of Taiwan's success story in controlling the pandemic and its systematic impact, namely: the ability to rapidly increase the production capacity of masks to ensure the fulfillment of mask needs for the wider community; optimizing the use of big data and technology to increase the effectiveness of the implementation of preventive measures and detection of

diseases and their spread; as well as strong, synergic state-society relations and high public trust, which support transparency, communication and effective collaboration in pandemic control. With the same locus as the Yen study above, Huang (2020) describes the effectiveness of the systems and organization of the Covid-19 Control Task Force in Taiwan, which can effectively mobilize public participation and private sector resources, coordinate effectively the implementation of strategies and policies which has been established by the government, and implemented collaboratively by volunteers at the grassroots level.

Likewise, many adaptation praxes of public organizations in the midst of a crisis due to the pandemic in countries in the continent of Europe, which has also been done quite a lot. In their study in Norway, Christensen and Lægreid (2020) describe the combination of the relationship between the crisis management capacity implemented by the government as an adaptation in the face of a pandemic, and the high level of public legitimacy as a determining factor in Norway's success in controlling a pandemic. Willi, Nischik, Braunschweiger, and Pütz (2020) formulate the concept of transformative governance as a form of adaptation by the Swiss Government in dealing with the Covid-19 pandemic, which is characterized by four things, namely: evidence-based decision/policy making; optimizing the central role of the state; increasing the country's experimental capacity; and the paradigm factors underlying policy change. In contrast to the research themes above, Entress, Tyler, and Sadiq (2020) actually reveal bad practices in the United States in controlling the fatality rate due to the Covid-19 pandemic due to the government's failure to take lessons from the handling of the 2010 Haiti earthquake, which has an impact on the ineffective strategy taken by the government in increasing community resilience and adaptation to pandemics. In line with Entress et all (2020) mentioned above, the comparative study of Gaskell et all (2020) on the practice of handling the Covid-19 pandemic in some developed countries successfully explored the vulnerabilities in governance in the UK, especially in dealing with pandemic situations. stemming from systemic weaknesses that encourage poor policy choices and implementation.

Whereas specifically in the context of how public services and public services adapt to the crisis and uncertainty generated by the Covid-19 pandemic, Schuster et al (2020) emphasized the importance of regular surveys of public sector workers as an important instrument to identify and resolve problems, and enable sector workers. the public to operate effectively during and in response to the challenges posed by a

pandemic and its social and economic impacts. Meanwhile, Whiteman (2020) in his study in England formulates the characteristics of the ideal future state civil apparatus, which must be a multi-purpose leader, manager, challenger, and driver, capable of operating in a dynamic, multidimensional, and highly political context so that it is not only able to adapt to crises but also deal with them effectively.

This research is in line with the recommendations of Schuster et al (2020) regarding the importance of conducting regular surveys of public sector workers to maintain and improve their performance even in the midst of a crisis, while at the same time focusing attention on how local governments adapt and develop their agility to the pandemic amidst various limitations. faced. Such adaptation and agility efforts are limited to the implementation of a community satisfaction index survey as an instrument for evaluating the implementation of public services which is mandatory and obligative in nature. Local government awareness of its existence which is functionally believed to be an effective instrument for monitoring and evaluating the performance of its public services ultimately leads the government to the option to consistently conduct the survey referred to utilizing some adaptation efforts and increasing organizational agility. Qualitative analysis of the determinants that characterize the adaptation and agility processes is also carried out to explain local variables that support or hinder this adaptation and agility process. Thus this study is different and has a novelty value when compared to existing studies.

B. RESEARCH METHODS

Research is carried out with a qualitative approach considering that the objective is oriented towards narrating the meaning and findings of the study (Cresswell, 2013; Ritchie and Lewis, 2003). The involvement of researchers in more than five years of assistance and mentoring to improve the performance of public services at the research locus allows researchers to explore data and information through in-depth participatory observation. In practice, data collection is carried out in natural conditions or as it is (natural setting). Researchers are the main instrument in collecting information from several informants who are selected purposively, namely those who are known to the subject. They are people who because of their role and / or involvement, understand or have a comprehensive understanding of the implementation of public services within the Lebak Regency Government.

Some of the information is also explored and compiled through in-depth interviews, while others are obtained through observation, both participatory and non-participatory observations. Meanwhile, a documentation study was carried out to explore and verify findings in the field based on some secondary sources, such as report documents released by authorized agencies, as well as information released by local and national mass media. Data analysis was performed using a data analysis and interpretation framework according to the interactive model of Miles and Huberman (1992). While the data credibility test was carried out using the procedure suggested by Creswell (2013).

C. RESULT AND DISCUSSIONS

The Covid-19 pandemic has created rapid and large changes, accompanied by uncertainty. Therefore, it can be understood that the emergence of a drama of success and failure stories of several countries in various parts of the world, due to differences in the capacities of each country in adapting and building their agility to change and uncertainty. This is also the case at the local government level, including in Indonesia. The limitation of social interaction that is believed by epidemiologists to be the most effective way to stop a pandemic encourages digital transformation through the massive use of ICT (Agostino et al, (2020); Lumbanraja, 2020) in all sectors and actors, both government, private and society. , although this is still constrained by some fundamental problems in the form of limited infrastructure and superstructure, as well as the relatively low purchasing power of the people. Recently, the government has responded to the problem of low purchasing power with the implementation of the subsidized internet quota policy for students, students, school teachers, and lecturers, although the question of the adequacy and accuracy of targeting is still questionable. Likewise, various subsidy policies for low-income people, SMEs, and others, as well as incentive and disincentive policies for other economic actors.

Regarding the use of ICT, an important and very expensive lesson is that Indonesia is considered too slow in carrying out digital transformation, even though policies on e-Government for example have been initiated since 2003 through Presidential Instruction No.3 of 2003 on National Policy and Strategy for e-Government Development for government institutions in Indonesia. This slowness

was evident when in 2018 the government had just released Presidential Regulation Number 95 of 2018 concerning Electronic-Based Government Systems (SPBE), although in practice and local initiatives have been developed by many government institutions at the central and regional levels. Therefore, it is not surprising that many people think that this policy is half-hearted, even tends to be lip-service in nature, as seen from the excitement of the discourse on adapting the Industrial Revolution 4.0 among the elite, as well as the bombastic "sky toll" discourse during the 2019 Presidential Election Campaign, but at the level of implementation, it is not as excited as the discourse that has developed so that during a pandemic like today, almost all sectors stutter in adapting to the new normal order which generally relies on ICT as the main mode of interaction.

The fact is there are still approximately 5300 villages, or approximately 11 percent of Indonesia's territory that has not been reached by cellular signal (https://kominfo.go.id/content/detail/13604/11-persen-wilayah-indonesia-belum-terjangkau-sinyal-seluler/0/sorotan_media); only 64 percent of Indonesia's population has been identified as internet users based on data from We Are Social, a DataReportal site that operates to supply data on digital transformation of countries in the world (https://datareportal.com/reports/digital-2020-indonesia); internet speed in Indonesia which is among the slowest in the world (https://www.cnnindonesia.com/teknologi/20190201152441-185-365734/kecepat-internet-indonesia-ke-2-terbawah-dari-45-negara); as well as the electricity access population ranking which is still far behind other Southeast Asian countries even though the electrification ratio has reached 99.48 percent in 2020 (https://finance.detik.com/energi/d-4963613/rasio-elektrifikasi-ri-tembus-target-tapi-masih-kalah-dari-malaysia); is an empirical fact that confirms the above indication. Likewise, the fact that the results of the SPBE evaluation conducted by the Ministry of Administrative and Bureaucratic Reform (PANRB) in 2018 on 616 central and regional government institutions confirmed the fact that the face of SPBE implementation was bad in Indonesia, where nationally there was only 13.31 percent of institutions who have implemented SPBE with good to very good predicates, with a mean index of less than 2.6 (http://spbe.go.id/moneval).

The failure of basic education institutions to higher education in implementing distance learning (PJJ) due to the impact of the pandemic is also a sign of the problem of slow digital transformation in Indonesia, which is more constrained by

problems of infrastructure, superstructure, and people's purchasing power. Likewise with the trade sector and especially SMEs which were severely affected because of "gaptek", so that they were unable to optimize the size of market opportunities in cyberspace, which was based on a Facebook and Bain & Company survey of approximately 12,965 respondents in Indonesia, Malaysia, the Philippines, Singapore, Thailand, and Vietnam as well as 30 CEOs and investors in these countries, concluded that approximately 53 percent of Indonesia's population in 2019 had become digital consumers on the websites and online shopping applications that are widely available today (https://inet.detik.com/cyberlife/d-4906129/53-penduduk-indonesia-sudah-belanja-online).

The general picture above empirically also occurs in Lebak Regency, a district in Banten Province which is only less than 100 kilometers from the State Capital, Jakarta. Although administratively it has just been released from its status as a disadvantaged area based on the Decree of the Minister of Villages, Development of Underdeveloped Regions and Transmigration of the Republic of Indonesia Number 79 of 2019 (https://bkpp.lebakkab.go.id/read/artikel/183/Berita-Seputar-Lebak/2019-Lebak-tidak-lagi-Menyandang-predikat-Kabupaten-Tertinggal-), in fact, this area is still lagging behind both on a regional and national scale as reflected in some indicators macro development and regional economy. With a GDP contribution of IDR 28.918 trillion or approximately 4.32 percent of the total GDP of Banten Province which reached IDR 664.94 trillion in 2019 (Banten Province in Figures, 2020), illustrates the low added value of regional economies that still rely on the primary sector as their economic base, and become the main livelihood for approximately 46.83 percent of the population. This condition is certainly correlated with the low purchasing power of the community as reflected in the poverty rate of the population which still reaches 8.30 percent of the total population of 1.302 million people, as well as the open unemployment rate which reaches 8.05 percent in 2019 population (Lebak Regency in Figure, 2020). Similarly, 62.40 percent of households in Lebak Regency were recorded as receiving poor rice (now BPNT or non-cash food assistance); 14.36 percent are recipients of the Program Keluarga Harapan (PKH), a conditional social assistance program for poor families launched by the Ministry of Social Affairs; 16.82 percent of households are recipients of the Kartu Keluarga Sejahtera, a special program for Persons with Social Welfare Problems (PMKS) launched by the Ministry of Social Affairs; and 19.65 percent of households are

recipients of the Kartu Indonesia Pintar (KIP), a cash transfer program for school-age children (aged 6-21 years) managed by the Ministry of Education and Culture. Referring to the People's Welfare Statistics released by BPS Banten Province in 2019, the level of welfare of the people of Lebak Regency is also reflected in the ownership of four-wheeled vehicles, which is only about 4.71 percent of households, as well as new motorbikes owned by approximately 63.38 percent of families.

Lagging is also reflected in the achievement of the Human Development Index (HDI) of Lebak Regency which was recorded as the lowest in Banten Province, which only reached 63.88; far below South Tangerang City at 81.48; and far below the aggregate index of Banten Province of 72.44. The low HDI achievement also occurs in almost all of its composite indicators, such as life expectancy (67.04 years), the average length of schooling (6.31 years), expected length of schooling (11.96 years), and per capita awareness of the population. amounting to Rp. 8.85 million per year (https://banten.bps.go.id/subject/26/indeks-pembangunan-manusia.html#subjekViewTab3).

In the context of the use of ICT as one of the points of view of this study, referring to the People's Welfare Statistics referred to above, only about 49.01 percent of the population aged 5 years and over in Lebak Regency has a cell phone; only 5.27 percent of the population of that age uses a computer, which comes from approximately 5.29 percent of households that have a computer and / laptop facilities in their homes; and only 28.72 percent of the population has accessed the internet in the last 3 months.

The low purchasing power of the people is exacerbated by the inadequate condition of ICT infrastructure, where in fact almost all sub-districts still have villages that are not covered by cellular signals (https://bantenhits.com/2019/03/04/72-wilayah-di-kabupaten-lebak-blank-spot-bupati-iti-minta-sinyal-ke-menkominfo/).
Likewise, the condition of households that are almost entirely not connected to the PSTN telephone network (public switched telephone network). With this limitation, the implications can be understood for the failure of this year's online population census in Lebak Regency which is only accessed by approximately 8 percent of the targeted 20 percent of households, which is the excess of the telecommunication infrastructure problem still facing Lebak Regency (https://www.suara.com/partner/content/bantenhits/2020/03/31/170730/blank-spot-picu-sensus-penduduk-online-di-lebak-gagal-capai-target).

In the midst of these various limitations, the Lebak Regency Government has initiated various breakthroughs, one of which is the optimization of the application of the Electronic-Based Government System (SPBE) to increase the effectiveness of governance, regional development, and public services. Using the momentum of the change in the Regional Organizational Structure after the enactment of Government Regulation Number 18 of 2016, the Lebak Regency Government formed and made the Communication and Information Office (Diskominfo) as the spearhead of the implementation of this mission, by carrying out an inventory and support for all information systems and applications scattered throughout regional apparatus and integrating their use so as to increase the effectiveness and efficiency of regional government administration functions, from planning, implementation, to monitoring and evaluation (https://bantenhits.com/2018/12/03/dua-tahun-berdiri-diskominfo-kabupaten-lebak-sodorkan-informasi-cepat-dan-pelayanan-maksimal/).

As a result, in three years, the Lebak Regency Government SPBE index reached the highest index in Banten Province, which was 3.52 with a very good predicate (http://spbe.go.id/moneval). This achievement is certainly a slap in the face because, in fact, it exceeds the achievements of Kota Tangerang, South Tangerang, and other regencies/cities in Banten Province which have a much larger capital expenditure capacity for the implementation of SPBE. This includes when compared with the SPBE index of the Banten Provincial Government which is only 1.83 and is in the adequate category, although with the support of abundant fiscal capacity. The implication of this success is certainly correlated with the effectiveness of the management of the Government Agency Performance Accountability System (SAKIP) which in 2019 received an A based on the evaluation of the Ministry of National Education and Culture (https://www.menpan.go.id/site/berita-terkini/kisah-sukses-pemda-terapkan-sakip). Likewise with the success of obtaining the 2020 Inovasi Administrasi Negara (INAGARA) award based on an assessment of many local government innovations by the Lembaga Administrasi Negara (LAN) (https://banten.antaranews.com/berita/117622/bupati-lebak-raih-penghargaan-inagara-award-2020-dari-lan-ri).

In connection with the focus of this study, the Lebak Regency Government is faced with a situation that is not easy to maintain the performance of its public services. On the one hand, with increasingly limited budget support due to the impact of the pandemic, the need to maintain public service performance, in general,

is non-negotiable, even though it is not a priority in the budget context. On the other hand, with the unfavorable preconditions described above, implementing ICT as the main platform in public services in the midst of a pandemic is also not an easy job. Referring to article 10 of Law Number 25 of 2009, the implementation of public services must be evaluated periodically and continuously to increase the capacity of the implementer based on clear and measurable indicators by taking into account the improvement of procedures and/or organizational improvements by the principles of public services and laws and regulations. Meanwhile, referring to the provisions of Article 32 of Government Regulation Number 96 of 2012, public service providers are obliged to carry out an obligative mandate to evaluate the implementation of Service Standards periodically every 1 (one) year to optimize services, as well as involve the community in the implementation of evaluation of public service delivery 41). The 2019-2024 Mid-Term Regional Development Plan (RPJMD) has even made the People's Satisfaction Index (IKM) on the implementation of public services as the key performance indicator for the region and all governmental agency in the Lebak Regency.

In the midst of this situation, bold and strategic choices were made, armed with the experience of several good practices that have been carried out in the last two years developing and implementing some online public service applications, including SIMRAL, Simponie, Sahate, Bewara, Lebak Smart City, PPID, Call Center Lebak 112, Sikepel, JDIH, Simonev, Multatuli FM News and Streaming, Lebak Unique, LKPP Syrup, LPSE, Si-ELA Complaints, Lebak Smart Tax, Warbis UMKM, KIM Forum, and Lebak DISADA. Among the applications above, most of them are local applications developed to meet and support local government needs. Besides, as recommended by Schuster et al (2020), local governments recognize the need for valid and measurable feedback to identify and resolve challenges faced in public service delivery to enable the government to have agile and well-linked public service delivery units. in facing this challenge well.

This organizational agility is what in this pandemic situation is demanded and urgently needed at a practical level, and has become a material for academic studies. With a background in the ICT discipline, Sambamurthy et all (2003) for example, emphasizes the character of agility in the ability to seize opportunities to innovate by quickly consolidating assets, knowledge, and networks to win the market competition. Meanwhile, a more general definition is offered by practitioner Horney

(2013) that agility is "... the dynamic capability to anticipate and respond to challenges and opportunities with focused, fast and flexible people, processes and technology." Janssen and Voort (2020) in their study offer a perspective on the importance of not only agile governance but also adaptive governance in maintaining organizational stability amidst these rapid changes. This stability is of utmost importance in the context of regional governance, given its existence which involves a large number of complex structures and apparatus. Meanwhile, agility is also demand so that public service functions can be carried out with a performance that can continue to be maintained in quality in the midst of a pandemic situation. This kind of situation is mostly faced by all public and private institutions, and what the Lebak Regency Government is doing at least represents the answer to the choice to be agile as well as adaptive governance.

Regarding the concept of agility, actually in the context of the discipline Sociology has long been the focus of interest as known in the structural-functional approach introduced by Parson (https://en.wikipedia.org/wiki/Talcott_Parsons). This approach basically looks at the sociological and cultural elements that are functionally interconnected so that we can see how a social system changes through the dynamic interactions that occur between these elements. It is this dynamic interaction whose capacity is identified by the concept of AGIL, which is an acronym for Adaptation, Goal Attention, Integration, and Latency.

Adaptation means that the social system, including the regional government system, always changes to adapt to the changes that occur, both stimulated by internal and external factors. Goal Attainment means that in every social system there will always be common goals that the social system wants to achieve. Integration means that basically every social system is always integrated and tends to try to maintain its equilibrium condition so that no matter how there are demands for changes to it, the system tends to adapt it to become a new goal/vision, and then will try to reintegrate it so that new equilibrium conditions are achieved in the system. And latency means that a social system will always try to maintain relatively fixed forms of interaction and any deviant behavior is always accommodated through agreements that are renewed continuously.

Armed with the successful experience of implementing the SPBE above, adaptation efforts and building public service agility in a pandemic situation in Lebak Regency were carried out. And as explained in the introduction above, the focus of

this study is only limited to these two variables, which were carried out by the Lebak Regency Government in the midst of a pandemic and the various limitations it faced, to maintain the performance of its public services through monitoring and evaluation of adaptive-innovative public services. This monitoring and evaluation are carried out through innovative people's satisfaction surveys as mandated by the law referred to above and is technically regulated in PermenPANRB Number 14 of 2017 concerning Guidelines for Preparation of People's Satisfaction Surveys for Public Service Provider Units. In practical terms, this adaptation is motivated by the necessity of promoting public safety through strict and consistent application of health protocols in the delivery of public services (https://reliefweb.int/sites/reliefweb.int/files/resources/covid19-msrp-v7.pdf).

Besides, adaptation is also carried out to meet the need to increase resource efficiency amid the limited capacity of local governments to finance all business processes due to decreased regional revenue due to the impact of the pandemic (https://www.redaksi24.com/dampak-covid-19-pad-lebak-turun-hingga-rp-87-m/).

Adaptation of the implementation of evaluation of public service delivery is focused on three dimensions, namely: methods, instruments, and technical implementation. In the method dimension, adaptation is carried out in the aspects of data collection and data analysis. Data collection, which in previous years' survey was only carried out by an independent research team from higher education institutions, carried out enumeration within a certain survey period, in this pandemic situation data collection was carried out through three sources or methods. First, systematic data collection, namely taking a sample of at least one respondent every working day in each public service provider unit. In practice, the sampling protocol is regulated in such a way as to ensure objectivity, among others by setting random rules in determining respondents, sampling time which represents morning, afternoon, and evening times; as well as filling out survey instruments that are completely testimonial in nature without the involvement of local service officers. Second, voluntary data collection by service users by accessing bitlink or Quick Response Code (QR Code) which has been widely announced as an instrument of evaluation and public complaints, through their respective devices. And third, the collection of control data through enumeration techniques by an independent research team. Control data serves as a means of verification and validation of the appropriateness and appropriateness of the perception score that has been given by

the respondent through systematic and voluntary data collection, so that in-depth interviews are carried out to confirm reality as a way of testing the credibility of information to related officers and / or the public service users.

In the data analysis aspect, adjustments were made to achieve an index number that truly represents reality. This adjustment is made considering that an analysis that relies entirely on the respondents' subjective perceptions on cross-sectional data is very likely to result in a very volatile perception index number, even without the extreme factors or events that influence it. Therefore, the analysis is carried out by treating the data as a pooled cross-section, where the data in the last year is used as a comparison dataset to justify the reasonableness of perceptual fluctuations that occurred in the latest year. Thus, extreme fluctuations can be avoided as well as explain the causes fairly.

In the dimension of the research instrument, the questionnaire was diversified. The questionnaire used for systemic and voluntary data collection is simplified in such a way that it is generic, can be used to assess all public services in a variety of different regional apparatus organizations, making it easier for service users with very heterogeneous characteristics to participate in evaluating the public services they access. objectively, quickly, easily, and cheaply. Meanwhile, the questionnaire used to collect control data tends to be detailed in its indicators, because it aims to justify the appropriateness and appropriateness of the score and to provide an explanation for the perception score that appears based on these detailed indicators.

Meanwhile, in the technical dimension of implementation, e-Survey management (system and data) is organized in a google drive account (ikmlebak@gmail.com) which is widely compatible with all operating system platforms. Meanwhile, the e-survey instrument was prepared using the Google Form facility which is practical, easy, inexpensive, and user friendly. Then considering the existence of a community satisfaction survey as an instrument for evaluating the implementation of public services and public complaints, this instrument is designed to be accessible at any time (24 hours straight), by providing access points in the form of bitlinks and QR codes which are disseminated to a wide audience. The bitlinks are *bit.ly/lebakopd* to access the e-survey instrument for regional apparatus organizations; *bit.ly/lebakpaten* to access the e-survey instrument for integrated sub-district administration services; *bit.ly/pkmlebak* to access the e-survey instrument for Community Health Center services (Puskesmas), and *bit.ly/dradjidarmo* to access

the e-survey instrument for the services of the Regional General Hospital (RSUD) dr. Adjidarmo. With these changes, it is hoped that there will be a wide space for participation for the public to participate in evaluating the implementation of public services in Lebak Regency.

Even though it seems simple, this initiative is considered a success as a breakthrough in the midst of various limitations faced, especially regarding budget support and limited facilities and infrastructure. Moreover, at the technical level, the implementation has been responded positively by the implementing bureaucrats in the field. Simplicity, convenience, and novelty are attractions that encourage the enthusiasm of the implementing bureaucrats to try them out so that the instrument familiarization process and technical implementation of the e-survey do not experience significant obstacles and do not take a long time. Likewise, the very low cost, which is only a maximum of IDR 2.0 per 10 kilobytes for one respondent with a questionnaire filling time of approximately five minutes, which is a motivating factor for implementing bureaucrats in the field to not hesitate to donate their internet quota and utilize their personal gadgets. in supporting the implementation of this e-survey. In this way, the limited purchasing power of the public in accessing the internet to evaluate public service delivery can be overcome.

The People's Satisfaction Index (IKM), which is legally binding because it is mandated by several laws and regulations and has been established as the main performance indicator of all localgovernment agency in Lebak Regency, formally forces the officials in charge to not only support but ensure the implementation of this e-survey well. In addition, the research also confirms the findings of the important role of effective political leadership due to its compatibility with local characteristics, which are carried out by the Lebak Regent, as well as the bureaucratic leadership exercised by the Head of the Regional Development Planning Agency (Bappeda). In this case, "*togmol* leadership" seems to be the key factor, namely leadership that responds to everything and problem as it is and is open, and directly to the point of the problem. *Togmol* in Sundanese means "bluntly", which is direct regarding a case without further ado (https://www.kamusdaerah.com/?bhs=m&bhs2=a&q=togmol), which is identical in meaning to "*tanpo tedheng aling-aling* "in Javanese which is generally used in Indonesian. *Togmol* has even become a kind of stereotype for Banten society in general, which represents the basic values and character of the people of Banten which prioritizes honesty and what is, is open, simplifies problems

so that they become solutions, and can accept criticism as it is without excessive feelings (Hamdan et al., 2014). The leadership of the *togmol* seems to be the drivers of change, which color dominantly at every stage of the regional government administration process, from initiation, formulation, implementation to evaluation (https://banten.antaranews.com/berita/55762/bupati-lebak-dapat-penghargaan-kepala-daerah-inovatif-2019; https://www.kompas.tv/article/67435/di-balik-video-ngamuknya-bupati-lebak-pada-sopir-truk).

The existence of the *togmol* leadership in advocating the adaptation process and strengthening the agility of the Lebak Regency Government above seems relevant to the proposition offered by Leksana (2020), who with his practical experience as a leadership and transformation coach formulates the five principles needed to create an organization with agile characteristics, namely:

1) Agile organizations believe and appreciate that they exist to fulfill important missions that are centered on the interests of the community, and accommodate the interests of other stakeholders together. They create added value not only for society, but also for suppliers, producers, society, the economically weak and minorities, and even to other stakeholders;

2) Agile organizations work with an adaptive leadership model. In this case, the organizational structure will be divided into small and large team circles cross-functional;

3) Agile organizations become fertile ground for growing agile leaders, namely leadership who can instill the values of modesty, openness, receive feedback and self-correction, are willing to go down, are willing to take risks, and become rooted because of role modeling from above;

4) Agile organizations have a transformed leadership and operate with a level of consciousness (consciousness) which is based on the courage to say what it is, only words and deeds, a strong passion to develop the potential of others;

5) Agile organizations use future enabler technology, process, and utilize big data for accurate mapping of human resources and customers; speed in executing decisions by trying, learning, modifying, and taking corrective action; and make the organization more flexible and responsive. (https://leksanath.wordpress.com/).

Although not specifically examining the role of leadership in the adaptation process and organizational agility in the midst of a pandemic, the Janssen and Voort (2020) study also confirm the success of political leadership in the Netherlands in communicating its vision of pandemic control. Likewise, Moynihan's (2009) study explains the conflict of interest between federal and state leadership in responding to crises; Zhang et al (2018) who found the possibility of different perspectives among decision makers on the potential vulnerability and risk of pandemics, depending on their professional background, experience, and structural position, as variables that determine organizational adaptive capacity; Moon (2020), which mentions the role of public leadership that is symmetrical with public participation, resulting in synergies in controlling the pandemic in South Korea; Huang (2020) who mentions a significant presidential role in pandemic control, by learning from the experiences of the failure of SARS control in Taiwan in 2015; Christensen and Lægreid (2020), which in detail explain effective leadership in Norway in optimizing cooperation across political parties, across politics and administration, between central and local governments, and across public and private sectors in controlling Covid-19; and Willi et al (2020) who, although they elaborate more on factors such as an established federation system, strong civil society, a well-decentralized structure and political-administration system, advanced democracy, and an established subsidiarity system supported by an area that is not too large; but of course without effective leadership, which is widely referred to as transformative governance, it would be impossible for Switzerland to become one of the best examples of pandemic control in Europe.

D. CONCLUSION

Adaptability and agility efforts carried out by the Lebak Regency Government were carried out through several adjustments in the implementation of evaluation of public service delivery which focused on three dimensions, namely: methods, instruments, and implementation techniques. In the method dimension, adaptations are made to the data collection aspect to allow broad public participation; as well as adjustments to the data analysis aspects from the cross-sectional approach to the pooled cross-sectional approach to avoid extreme fluctuations in perceptions, to explain the causes fairly so that the resulting index is more representative of reality. In the research instrument dimension, the diversification of the questionnaire was

carried out by the data source. Meanwhile, on the technical dimension, e-surveys are managed more systematically so that the process becomes faster, more practical, cheaper, and more accountable. Meanwhile, public service agility is carried out by utilizing ICT as the main platform in the implementation of public service evaluation. This fast, practical, inexpensive and accountable application enables optimum support and participation of the public and implementing bureaucrats, a faster and more accountable evaluation process, and evaluation results with a high level of validity and reliability. The study also confirms the presence of togmol leadership, namely political and bureaucratic leadership that is compatible with the characteristics of local problems and needs, so that it can effectively manage the adaptation and agility processes of public services; apart from legal-formal factors, of course.

With a focus of interest that is only limited to a description of the adaptability and agility of the Lebak Regency Government in maintaining the performance of its public services through the implementation of a community satisfaction survey that uses ICT as a platform compatible with a pandemic situation, this research itself does not explore the extent to which SPBE and digital transformation have been implemented. carried out and achieved by the Lebak Regency Government. Likewise, to what extent the survey results have implications for improving the performance of their public services, nor do they explain the extent to which public service standards have been met by all public service providers in Lebak Regency. Therefore, a more comprehensive study of the aforementioned dimensions seems important, especially concerning the impact of the pandemic, which is predicted to continue into the next opportunity.

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