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Research article

Implementation of Work From Home Policies During the Covid-19 Pandemic

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Abstract.
The spread of Covid-19 since the beginning of 2020 has resulted in changes in the work system of Indonesian civil servants from working in offices to working from home (WFH). The goal of this was to break the chain of the spread of Covid-19. This was stated in the policy issued by the Minister of PAN RB which regulated this new WFH system of civil servants and was in accordance with the President's policies related to accelerating the handling of the spread of Covid-19. This policy did not however apply to the two highest levels of structural officials in government agencies so that government administration and services to the community were not disrupted. This paper examined the implementation of WFH for civil servants who work in specific regions. Data were collected through interviews with relevant officials in the field of civil service in the district of North Sumatra Province, Kulon Progo Regency as a representation of the regional government agencies of the Sumatra Island region, Java, and the State Civil Service Agency as a representation of the central government agencies domiciled in the capital. This research was conducted in early 2021 as a form of evaluation of WFH implementation. It was found that those who work in WFH cities felt they had fewer days off than those who did not.

Keywords: pandemic, Covid-19, new civil service work system, WFH, WFO, holidays

1. INTRODUCTION

In early 2020, the emergence of a virus originating from Wuhan China known as Corona Virus Disease 2019 (Covid-19) has changed all aspects where everyone is forced to be directly adaptive in responding to new situations and conditions or known as the new normal. This change was caused by a large number of confirmed victims and even died in a relatively short time. Therefore, the government, in this case, is the President taking quick, precise, focused, integrated, and synergistic steps between ministries/agencies and local governments to anticipate the impact of the Covid-19 transmission by issuing Presidential Decree Number 7 of 2020 concerning the Task Force for the Acceleration of Handling Corona Virus Disease 2019 (Covid-19), the aim is to:

1. Improving national resilience in the health sector,

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2. Accelerating the handling of Covid-19 through synergies between ministries/agencies and local governments,

3. Increase the anticipation of the development of the escalation of the spread of Covid-19,

4. Increase the synergy of operational policy making, and

5. Increase readiness and ability to prevent, detect, and respond to COVID-19.

To strengthen the implementation of the tasks of the Covid-19 Task Force, it is necessary to add ministries/agencies to the membership composition of the Covid-19 Task Force with the issuance of Presidential Decree No. 9 of 2020 concerning Amendments to Presidential Decree No. 7 of 2020 concerning the Task Force for the Acceleration of Handling Corona Virus Disease. 19 (Covid-19) and as an effort to contain the virus, the President issued Presidential Decree No. 11 of 2020 concerning the Determination of a Public Health Emergency of Corona Virus Disease 2019 (Covid-19). This did not improve the situation but instead increased both the number of confirmed cases and the number of deaths that had increased and spread across regions, so that countermeasures were needed. So that Indonesia declares that Covid-19 is a non-natural disaster by the Decree of the President of the Republic of Indonesia Number 12 of 2020, Determination of Non-Natural Disasters for the Spread of Corona Virus Disease 2019 (Covid-19) as a National Disaster.

Therefore, there needs to be a massive restriction of people's movement or lockdown with the issuance of Government Regulation of the Republic of Indonesia Number 21 of 2020 concerning Large-Scale Social Restrictions in the Context of Accelerating Handling of Corona Virus Disease 2019 (COVID-19). In this Government Regulation, what is meant by Large-Scale Social Restrictions (PSBB) are restrictions on certain activities of residents in an area suspected of being infected with Covid-19. The PSBB must meet several criteria:

1. The number of cases and/or the number of deaths due to the disease increased and spread significantly and rapidly to several regions;

2. There is an epidemiological link with similar events in other regions or countries.

The enactment of the PSBB includes closure of schools and workplaces, restrictions on religious activities, and restrictions on activities in public places or facilities that are carried out while taking into account the educational needs, work productivity, and worship of the population as well as the fulfilment of basic needs. PSBB was one of

the main causes at the beginning of the pandemic and encouraged people to adapt to the form of carrying out work from home. Regarding the implementation of the PSBB policy set by the minister administering government affairs in the health sector, and local governments are obliged to implement and pay attention to the provisions in Law Number 6 of 2018 concerning Health Quarantine whose implementation is proposed by the governor/regent/mayor to the minister of health with consideration of Head of the Task Force for the Acceleration of Handling Covid-19.

Seeing this situation, the government needs to make adjustments to the work system of the State Civil Apparatus (ASN) where those who are working from office (WFO) become working from home (WFH) as stated in the Circular Letter of the Minister of PAN RB Number 19 of 2020 concerning Adjustment of the Work System of State Civil Apparatus in Efforts to Prevent the Spread of Covid-19 in Government Agencies, where there are 4 provisions, namely:

1. Work system adjustment. The state civil apparatus (ASN) can carry out official duties by working at home, but the 2 highest levels of structural officials must continue to carry out their duties in the office so that government administration and services to the community are not disrupted. In this regard, the Personnel Development Officer (PPK) regulates an accountable work system related to WFH with the following considerations: type of work, Covid-19 distribution map, employee domicile, employee health condition, employee family health condition, history of overseas travel within 14 years. the last day, history of employee interactions with Covid-19 sufferers, and the effectiveness of the implementation of tasks and services of organizational units. Important meetings/meetings can be held via teleconference. ASN who carry out WFH is still given performance allowances.

2. Organizing activities and business trips. Meetings are held using teleconference technology. Domestic official travel is carried out selectively according to the priority and urgency. Meanwhile, overseas business trips have been postponed.

3. Implementation of hygiene standards. Government agencies to carry out cleaning/sterilization of their respective work environments by the advice of the Ministry of Health.

4. Health report. If it is found that employees in the work environment are under the supervision and/or confirmed positive, they should submit a report to the Minister of PANRB.

The situation and conditions are getting worse in the new normal situation and to keep public services running well, the government then establishes the ASN work system in the new normal with the Circular Letter of the Minister of PANRB Number 58 of 2020 concerning the Work System of ASN Employees in the New Normal Order as follow-up to the direction of the President of the Republic of Indonesia to formulate a new normal order that supports work productivity while still prioritizing public health and safety, it is necessary to change the work system of ASN employees so that they can adapt to changes in the new productive and safe normal order for Covid-19. The adjustment of the work system is carried out through flexibility in setting work locations for ASN employees which includes:

1. Implementation of official duties in the office and/or

2. Performing official duties at home.

On the other hand, the Minister of Home Affairs gives authority to regional heads throughout Indonesia to determine and regulate restrictions on community activities through the Minister of Home Affairs Instruction Number 13 of 2021 concerning Extending the Enforcement of Restrictions on Micro-Based Community Activities and Optimizing the 2019 Corona Virus Disease Handling Command Post at the Village and Sub-District Levels for Controlling the Spread of Corona Virus Disease 2019 to the level of the Rukun Tetangga (RT)/Rukun Warga (RW). The Instruction of the Minister of Home Affairs also mentions zoning criteria which are divided into 4 (four kinds): green zone, yellow zone, orange zone, and red zone. The involvement of various key regional actors on a micro-scale is one of the keys to implementing this policy. In the minister's instruction, details of the mechanism for the implementation of various community economic activities are provided. One of the policies in implementing the workplace is as follows:

1. For areas located in the Yellow Zone and Orange Zone, restrictions are carried out by applying WFH of 50% and WFO of 50%.

2. For areas in the Red Zone, restrictions are made by applying WFH of 75% and WFO of 25%.

3. The implementation of WFH and WFO itself is carried out by implementing health protocols, alternating working time arrangements, and as long as WFH does not mobilize to other areas. In the regulation of teaching and learning activities itself, it provides boundaries for regions in the Red Zone by requiring online implementation. Meanwhile, essential sectors such as health, food, communication, and others

can operate 100% by setting operating hours, capacity, and implementing health protocols.

4. Regarding the flexibility of the work location, regional heads located in areas with the determination of Large-Scale Social Restrictions to assign employees to carry out WFH in full while paying attention to the performance targets and work targets of the employees concerned, except for employees whose duties and functions are strategic, it is necessary to carry out WFO with a minimum number of employees while still prioritizing health protocols.

Based on the above, the researcher sees the need for a study on how to implement working from home during the Covid-19 pandemic.

2. METHOD

This study was carried out by researchers in early 2021 as a form of evaluating the application of WFH by interview research methods with competent officials in the field of personnel in North Sumatra Province, Kulon Progo Regency as a representation of Regional Government Agencies for the Sumatra Island, Java, and the State Civil Service Agency as representatives representation of Central Government Agencies domiciled in the capital city as field data or primary data and literature study as secondary data.

3. RESULTS AND DISCUSSION

3.1. Literature review

3.1.1. New Normal Concept

The existence of government policies during the Covid-19 pandemic that changed the work system of ASN in this new normal made all ASNs have to adapt to this so that public services carried out by ASN could run properly, one of them with WFH. This new normal work system is the result of a government policy that implements the COVID-19 health protocol by the recommendations of the World Health Organization (WHO) starting from washing hands, not gathering or holding meetings, maintaining distance, limiting going out of the house, and even individual self-isolation steps communities and even entire cities until lockdown.

New normal has a linguistic meaning, is a new habit which is a change in habits that will continue in situations and conditions in society due to the Covid-19 pandemic,

which will become a habit that is inherent in everyday life. According to (Nurcahyono & Rosidi, 2020) the implementation of the new normal is a form of behaviour change in carrying out normal daily activities coupled with the application of health protocols to minimize the transmission of Covid-19 by Indonesian rules.

According to (VTR & RS, 2020), 4 things need to be created in the face of the new normal, namely:

1. New Mind-set, namely by renewing our thinking during the Covid-19 pandemic. One of the new thoughts that need to be instilled is that the new normal condition will be different from the previous normal condition, so we must prepare ourselves to face new consequences that may occur.

2. New Behaviour, namely new behaviours or habits that must be implemented such as washing hands with running water and soap, as well as physical distancing. This habit must continue to be carried out in the new normal era as a form of preventing the transmission of Covid-19.

3. New Items, which are some items that must be available when leaving the house, such as masks and sanitizers.

4. New Circle, which is about how we evaluate our circle of friends. Especially in Indonesia, this is a country with a collective culture, so there are many things to do in groups. In the new normal era, we must be good at evaluating our friendly environment, by seeing whether the friendship environment opens the risk of Covid-19 transmission or not. For some people, the new normal is used as an excuse to gather with friends, but keep in mind that this pandemic is still on going, so awareness is needed to sort out activities that can be minimized if possible.

In a bureaucratic order, ASN as public servants must adapt to this new normal life while maintaining health protocols. Facing the new normal situation, the government made several adjustments to the new workspace, namely the process of designing bureaucratic changes by using various technological developments. According to (Prasojo, 2020), there are five main components of changing the new workspace of the bureaucracy, namely:

1. Flexible and networked workspace.

2. Infrastructure setup and learning super application (super-app) that enables virtual and digital offices. Changes in new workspaces that were originally carried out in office buildings have now become less necessary in the new normal era.

3. Increasing the capability of ASN in interacting with various advances in information and communication technology, including big data and artificial intelligence, is very much needed.

4. In the post-Covid 19 new normal eras, business processes, and bureaucratic workflows must be arranged immediately. There is a simplification of service procedures by utilizing digitalization-based services so that services to the community can be carried out easily and quickly.

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

3.1.2. WFH Concept

WFH is part of the concept of telecommuting or working remotely and this is not a new concept in the world of work, because this concept has been known since the 1970s as an effort to overcome traffic jams from home-office commutes every day. The term telecommuting or "telework" was increasingly recognized in the 80s when workers were allowed to complete tasks from home instead of coming directly to the office where the implementation of remote work was applied one day a week. This is driven by the development of information technology and international business competition so that more and more organizations are implementing remote work. The employee's work location can be done at home or home-based where the work location is at home and communicates to the office or work from a branch office or centre-based where the work location is not at home but the branch office closest to home. This according to (Asgari, 2016) can reduce most of the travel time, while working from a branch office only reduces the travel distance. The implementation of working from home was initially voluntary according to need, but the existence of the Covid-19 pandemic made working from home a must. Of course, it will make a big difference for companies that have already prepared and even implemented WFH schemes with companies that are not ready.

According to observations (Mungkasa, 2020) at a glance, it shows that the understanding of working remotely involves at least 4 (four) things, namely:

1. Choice of the workplace, which refers to saving time/physical distance;

2. Partial or total substitution of daily commuters;

3. The intensity of the remote work activity, which refers to the frequency and length of time;

4. Availability of communication and information technology

4. Discussion

In America, many large companies have implemented working from home, even the General Service Administration (GSA) and the Office of Personnel Management (OPM) have implemented remote work, especially for executives after the 911 incident in 2011. How about in Indonesia?

In Indonesia itself, before the national policy related to WFH, there were already several companies that implemented WFH but the government itself had not implemented it. This is because the WFH policy itself aims to break the Covid-19 chain and is not part of the management of civil servants, so WFH for the state civil apparatus is a must and creates an obstacle wherein carrying out WFH every employee continues to carry out their duties at home and reports on work progress every time with a photo of its whereabouts. However, not all employees apply it by the expectations achieved because of this new normal work culture, every employee has not adapted and this creates obstacles, namely on the subordinate side there is anxiety because they feel monitored continuously and on the leadership side there is distrust of their subordinates.

In addition, the implementation of WFH has not been accompanied by adequate facilities and infrastructure. Central and local government agencies have different policies in implementing WFH. Employees who work in big cities consider the WFH policy as a way out to balance domestic and office interests, while employees who are in the WFH policy area are considered as additional days off. Researchers looked at WFH policies in several local government agencies located on the island of Java, namely in Kulon Progo Regency, and also on the island of Sumatra, namely in North Sumatra Province. The area became a sampling of researchers in observing the implementation of WFH implementation. The reason the researcher took the sampling in Kulon Progo Regency is that the researcher considers the two regions to be representative areas for the Java island region where the government still refers to orders from the King, namely the DI Yogyakarta Province. As for the Province of North Sumatra because the researcher considers the area to represent the area on the island of Sumatra which is in the city centre and also the Central Agency whose work location is in the city. From these three samplings, researchers held discussions with their personnel managers and there is one common thread, namely employees who run WFH do not carry out their duties as

employees because when the leadership needs data, the employees say that they are doing WFH and the data is in the office. Employees consider WFH an additional day off. In addition, the employees are not all familiar with IT, such as holding meetings using zoom, while the employees do not have work equipment, namely laptops or computers, internet signals or do not have data packages like when they are in the office.

So some government agencies do not immediately apply WFH by these rules. One of these facts was obtained during interviews by researchers with personnel managers in North Sumatra Province, Kulon Progo Regency, and the State Civil Service Agency. The three government agencies revealed that the facilities and infrastructure owned by their employees in carrying out WFH were inadequate, such as laptops or computers, internet signals, and also cell phones and there was dependence on data and work documents in the office or there was no digitization so that when the leadership asked for data from employees, the data cannot be available, so the opportunity for WFH is considered as an additional holiday. Therefore, WFH cannot be enforced according to the rules. In addition, the perceived ineffective performance results based on performance indicators are also the reason why some regions expect their employees to keep coming to the office. However, even though they are directed to work from the office, several regional apparatus organizations still provide dispensation for their employees who request permission to carry out WFH by including a list of work to be done that day. In the implementation of WFH, each employee gets a different work schedule by the policies taken regarding the percentage of employees who work from the office. For regional organizations that run a high proportion of WFH, everyone gets a turn once a week to come to the office, but for offices with a moderate or low proportion of WFH, each employee gets a schedule of 2-3 days a week or it could be every day for the organization. regional apparatus or institutions that carry out service functions to the community.

For the State Personnel Agency as a government agency that has duties related to staffing and is also located in the city centre, the main factor is a risk. Employees over the age of 50 who travel quite a distance to the office using public transportation are civil servants who have a high risk of contracting Covid-19. Based on these directions, the indicators used for risk are age, distance travelled, and means of transportation. Every employee who carries out WFH is expected to maintain its performance. The indicators used are the facilities or infrastructure and the resulting performance. The indicator facilities used are a decent room, work tools whether using a PC/Laptop or only a mobile phone, and whether the network uses Wi-Fi or a mobile phone internet network. While the performance indicators used are: the achievement of performance

targets and the type of work carried out. Based on the results of the study of Regional Office 7 BKN Palembang, from the indicators that have been determined through the circular above, it is concluded that the risk of Covid-19 transmission among employees of Regional Office 7 BKN Palembang is quite low. The average age of employees is still below 40 years. The average travel time from home to work is less than 15 minutes and no one uses public transportation. So that the implementation of WFO can still be carried out safely in the Regional Office 7 BKN Palembang, while still implementing strict health protocols. In addition, there are findings related to the implementation of WFH in the regions, namely that regional agencies cannot be evaluated due to the unavailability of data. Some service activities such as education have been used online but the level of effectiveness has not been measured. This is due to infrastructure constraints, equipment, and knowledge possessed by both employees and service recipients (community). All regional heads stated that the sudden implementation of WFH had changed work patterns. Initiated online meetings could not be held due to limited staff capabilities and the availability of equipment and networks. However, from the monitored social media uploads, it can be seen that employees carry out activities outside of their jobs.

Interview with the Regent of Kulon Progo, the WFH policy issued by the government cannot be fully implemented due to the limited number of employees as well as facilities and infrastructure. The large number of leaders who only have one staff or even no staff and also infrastructure makes it impossible to carry out WFH such as not all employees have adequate work tools for WFH and this becomes an obstacle in implementing WFH by 90% by national regulations. So the Kulon Progo district implements a 50% WFH following the direction of the Governor of DI Yogyakarta as the King. This is so that the work can take place by the performance targets. However, there are problems encountered during WFH 50%, among others, cannot be contacted during working hours, therefore employees who are WFH do not do their jobs as they should.

The WFH policy in North Sumatra Province does not yet have an instrument in its implementation so that many employees carry out WFH but the number of confirmed cases of Covid-19 is increasing. This indicates that the employee is not working from home but is on vacation and travels everywhere. So that the policy is considered to still benefit employees and harm the organization and society.

Apart from employees, all regional heads stated that WFH was a holiday for employees. The number of employees who WFH during the Covid-19 pandemic was around 30%. With this amount, all services can run as usual. So the head concluded that the number of employees in the office environment was excessive. This is because the

number of employees who enter is around 30% but can complete secretarial support work. In other areas, there are similar public service conditions. In the implementation of the WFH work system, in Kulon Progo Regency the obstacle that occurs when implementing WFH is the difficulty of coordination between employees because the completion of tasks is still held by certain employees who are the key persons of the task so that they cannot be replaced by other employees, then there has been no change in operating hours. for service units, as well as staff facilities during WFH are inadequate, especially the difficulty of getting a good signal when coordinating with colleagues. This happened because of the refocusing of regional budgets into handling the pandemic (in the form of assisting in the provision of facilities and infrastructure in the health sector) which diverted some of the operational funds of government offices.

Based on the conditions and problems mentioned above, the implementation of WFH is a challenge in public services. Connectivity, which is the root cause of problems in public services, coupled with pandemic conditions that require technological adaptation, poses new challenges. IDN Times surveyed 400 workers to measure the effectiveness of the work system on employees (non-government) during the pandemic. The findings obtained in the survey include (1) worker productivity in Indonesia when WFO is higher than WFH, (2) as many as 75% of respondents think that the communication system among workers is more effective with the WFO system, (3) employees have difficulty when they have to limit between home and office work during WFH, (4) workers are more focused and productive during WFO because the maximum working mind-set has been formed while going to the office, (5) work-life balance and adequate work facilities can be obtained during WFO, (6) employees with certain occupations feel they have a higher level of security when WFH, (7) most workers consider a flexible working system to be the most appropriate for them.

WFH policies in local government agencies are considered as additional days off for employees and leaders, but central government agencies do not recognize holidays because Saturdays and Sundays and hours after working hours are still doing office work. So this WFH does not have a limit between hours and working days or holidays. The implementation of public services has been carried out as usual, but for follow-up on service complaints received, both in terms of services and facilities, it has not been fulfilled due to policies during the pandemic.

WFH according to (Ma'rifah, 2020) has positive and negative impacts including saving the budget (costs for renting buildings, employee dormitories, business trips out of town and abroad, meeting consumption, etc.), reducing stress levels caused by traffic jams while traveling from home going to the office, providing freedom in managing time and

place of work, working time is effective because there is no need to spend time traveling from home to office, and employees work more comfortably. The negative impact of WFH is a dual role (especially for female employees) because they have to carry out office work as well as domestic work, morale decreases because the mind-set that is built is that a house is a place of rest not a place of work, costs increase for electricity expenditure because the air conditioner must turn on during work for convenience, internet charges, and telephone credit. In addition, employees also feel that there are distractions that hinder the completion of work, there is limited communication with co-workers due to technical problems such as poor signals, and another risk from WFH is the distrust that arises between employees and their superiors.

The 2020 National Labour Force Survey conducted by the Central Statistics Agency noted that of the 39.5 million formal workers in Indonesia, 7.81 million or around 19.76% of them worked from home during 2020. Meanwhile, the proportion of informal workers who WFH is smaller, namely 3.37%. Based on the survey, it was found that not all workers who work from home feel smooth in carrying out their work. Only 34% felt they had no problems. While the majority have to deal with many problems when WFH. In general, the biggest obstacle faced is being burdened by internet costs and constrained by the internet network. For workers outside the Java-Bali area, they feel that the internet is the main obstacle in implementing WFH. The need for digital infrastructure during the pandemic is one of the main needs for the community. The lack of facilities that are obtained when working, namely the need for electricity, internet networks, quota constraints, and mobile phones are major limitations for the implementation of WFH activities in various sectors. In addition, the competence of human resources in the use of information technology is also an additional finding to improve the quality of existing public services during the pandemic.

Several regions have implemented a policy that every regional apparatus organization is required to ensure that there are at least a few structural officials and officials who carry out public services to continue to carry out their duties in the office, so that government administration continues to run optimally, by prioritizing services to the community. The adjustment of the work system is left to the head of each regional apparatus organization with the principle of not reducing the rights of employees and continuing to report the work system of each regional apparatus organization to the regional head or the head of the regional civil service agency. In addition, to ensure the safety of employees, every regional apparatus organization is required to provide equipment to protect themselves such as masks and hand sanitizers for every state civil servant who has to work from the office. This provision is an implementation of

a circular letter from the Minister of State Apparatus Empowerment and Bureaucratic Reform regarding the prevention of the spread of Covid-19. The WFH implementation guidelines are expected to be a reference for every state civil apparatus in all regions.

Based on the results of the analysis, several employees claimed to prefer to work normally as before the pandemic where all employees entered the office so that the workload became lighter because they were done together. Meanwhile, during the pandemic and the implementation of WFH, the workload became piled up because few employees entered the office, while the leaders only relied on a few people who were currently in the office due to limited ability to implement a digital work system. This shows that several regional agencies or organizations and employees are not ready to implement WFH. As an effort to increase work effectiveness during WFH, one of the efforts that can be done is to increase the work motivation of employees and improve digital skills from superiors which will greatly affect work effectiveness. The current performance appraisal system can be directed to encourage the development of work motivation and the ability of superiors to encourage their team to utilize digital technology in working remotely from home.

In terms of the implementation of public services, the implementation of WFH causes public services to be neglected in several areas. According to a study conducted by the Indonesian Ombudsman, it was stated that there was a potential for maladministration of public services online during the COVID-19 pandemic. The potential for administrative malls is the lack of response to online public services. This happens because the agency or regional apparatus organization that implements picket often closes the administration counter or service reception before the end of operational time due to the increased workload during the implementation of WFH. Apart from the increased workload, another potential cause for maladministration in the presence of several employees in the regions who are less responsive and adaptive to technology. In addition to the HR aspect, information technology support in various government services also needs to be strengthened. Based on the results of the analysis, since mid-March 2020 various government institutions have replaced all face-to-face activities with virtual methods. Although many employees find it difficult to work online, this cannot be avoided during the Covid-19 pandemic take place. The shift from conventional work systems to online systems is very sudden, without proper preparation. But all of this must be carried out so that the service process can run smoothly. The simplest thing a regional organization or institution can do is to use applications such as Zoom and WhatsApp Group (WAG).

This study found that WFH in local government agencies is an additional day off, while in central government agencies or those working in the city centre there are no holidays. Therefore, several things must be evaluated related to the implementation of the WFH policy during the Covid-19 pandemic in Indonesia. The study found that the conditions and problems of basic facilities and infrastructure, such as limited communication services, limited transportation services, limited basic infrastructure (roads and electricity), as well as geographical factors, were challenges for the implementation of WFH, especially in public services. To implement WFH, the need for digital infrastructure during the pandemic is one of the main needs for the community. In addition, the competence of human resources in the use of information technology (digital literacy) is also an additional finding to improve the quality of WFH implementation during the pandemic. Although the implementation of WFH is mandatory (command), but the policy regarding the implementation of WFH which is submitted to each regional head and the head of the respective regional apparatus organizations provides gaps both from the positive and negative sides and forces the implementation of WFH during an online work system that is not ready to cause burdens increased workload and less effective WFH implementation, but these deficiencies were eventually overcome by increasing the proportion of workers who had to work from the office, which meant overriding the provisions related to WFH.

5. CONCLUSION

Based on the discussion above, the implementation of WFH during the pandemic shows that there are problems that arise, both employees who work in Central and Regional Government Agencies, namely Employees who work in Regional Government Agencies consider WFH as an additional day off, while Employees who work in Government Agencies or other locations work in the city, there is no day off. This is due to the limitations of supporting facilities and infrastructure in implementing WFH. So that the leadership of government agencies has difficulty in carrying out these duties and functions.

Based on the findings and conclusions of this study, several policy recommendations can be applied to improve the quality of work of the state civil apparatus, including:

1. The mechanism of the work system of the state civil apparatus during the Covid-19 pandemic can be considered to be carried out offline or face to face while maintaining health protocols to maintain the effectiveness of the work of the state civil apparatus. It should be remembered that breaking the chain of the spread

of Covid-19 must still be carried out and it is still necessary to consider regional capacity in the event of a spike in cases.

2. Increasing the quantity and quality of digital basic infrastructures such as strengthening and providing internet networks and providing electricity networks to support the implementation of WFH for both state civil servants and the general public.

3. Preparation of technical guidelines for the implementation of permanent WFH in carrying out government activities.

4. Establishment and/or development of an easy-to-use online work system for state civil servants at various levels of office.

5. Granting authority to regions to decide which work system will be used while taking into account the state of the Covid-19 pandemic in their respective regions.

6. ACKNOWLEDGMENT

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[13] Surat edaran nomor 19 tahun 2020 tentang penyesuaian sistem kerja aparatur sipil negara dalam upaya pencegahan penyebaran Covid-19 di lingkungan instansi pemerintah.

[14] Surat Edaran Menteri PANRB nomor 58 tahun 2020 tentang sistem kerja pegawai ASN dalam tatanan normal baru.

[15] Instruksi Menteri Dalam Negeri nomor 13 tahun 2021 tentang perpanjangan pemberlakuan pembatasan kegiatan masyarakat berbasis mikro dan mengoptimalkan posko penanganan Corona Virus Disease 2019 di tingkat desa dan kelurahan untuk pengendalian penyebaran Corona Virus Disease 2019.