

ANALYSIS OF PUBLIC POLICY IMPLEMENTATION ON BUREAUCRACY TRANSFORMATION POST COVID-19 PANDEMIC IN GARUT DISTRICT

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ABSTRACT

As part of the transformation of public services, public service providers can be an instrument to maintain and improve the quality of public services during the Covid-19 pandemic. The government bureaucracy has responded to the changes brought about by this pandemic with various forms of action. The public interest in submitting public service complaints has an increasing trend during the Covid-19 pandemic. The implementation of public services in accordance with the provisions of laws and regulations must carry out legal protection and legal certainty for the general public. The research method used in this article is a qualitative descriptive method, with the type of library research using library data collection methods, reading, and taking notes and processing research materials. The results of the study show the importance of bureaucratic transformation with a dynamic bureaucratic structure and culture as well as the ability to keep up with social changes that occur on the basis of providing maximum public services, especially considering the economic potential of Garut Regency which can be a source of foreign exchange for the country, community especially in Garut Regency. The shift in the public service bureaucracy is expected to encourage economic growth in Garut Regency.

Keywords: *Covid-19 Pandemic, Public Policy Implementation, Bureaucratic Transformation, Covid-19 Pandemic, Economic Growth.*

A. INTRODUCTION

The Corona Virus Disease (Covid-19) pandemic is one of the main variables that causes social changes and changes in social life in Indonesia, including the public service sector. A number of public needs for public services underwent very basic changes. This requires a response from the public service providers, in the form of service innovations that are in accordance with the form, type, and nature of the changing public needs. Public service providers can also be an instrument in the context of transforming public services in order to maintain and improve the quality of public services during the Covid-19 pandemic. The government bureaucracy responds to changes caused by this pandemic with various forms of policies (*Instruksi Menteri Dalam Negeri Nomor 21 Tahun 2022Covid19.Go.Id*, n.d.).

Following the *Peraturan Pemerintah Republik Indonesia Nomor 21 Tahun 2020* concerning Large-Scale Social Restrictions (PSBB) then the *Surat Edaran Menteri Pemberdayaan Aparatur Negara dan Reformasi Birokrasi Nomor 14*

Tahun 2021 concerning Adjustment of the Work System of State Civil Apparatus Employees during the Enforcement of Restrictions on Community Activities (PPKM)) which has implications for limiting social relations (social distancing), working at home (work from home) for most of the State Civil Apparatus (ASN), eliminating worship activities, and asking people to stay at home and reduce economic activities outside the home. Public service providers that limit services, initiate online services and even eliminate temporary services, reduce the number of queues that enter the room and inside the room, and services must follow safe distance recommendations (*Regulasi / Covid19.Go.Id*, n.d.).

The results of the evaluation of public services that have been carried out by the *KEMENPAN RB* in 2018, the most complaints are related to administrative services, as shown in the table below (*Kementerian Pendayagunaan Aparatur Negara Dan Reformasi Birokrasi - Laporan Kinerja - Laporan Kinerja (LAKIP) 2020*, n.d.):

Table 1: Results of the 2018 Public Service Evaluation

No.	Administration Service	Number of Complaints/Reports
1	Population	153
2	electrical service	116
3	taxation	40
4	Permissions	20
5	Immigration	11
6	oil and gas	8

Source: the *KEMENPAN RAB, 2018*.

Public service problems during the pandemic include, among others, difficulty finding basic ingredients (38%), declining ASN professionalism (9.2%), not getting quality health services (23%), not being able to take care of correspondence and permits that have an impact on business. (8%), and did not get a job (7.3%) and other public services, such as related to the Social Assistance Program for the Family Hope (PKH) for 10 million families, Basic Food Cards for 20 million recipients, Pre-Employment Cards for more than 5 million people , exemption from 450 VA electricity tariffs and discounted 900 VA electricity rates (Nogi & Hassel, 2003).

Public services implemented must be accompanied by increasing the capacity of human resources, strengthening the organization and institutional reforms must be carried out to create an effective and efficient government to achieve good governance to realize good governance (Sugara & Ulfa, 2021). The performance of public services at the central government level to local government still needs improvement, as shown in the table below (Harsono, 2002):

Table 2: Percentage of Public Service Performance Achievement in Indonesia

Performance Scope	Performance Achievements (%)		
	Good	normal	Bad
Central government	36,8	28	34,9
Province	49,1	24,7	25,7
Regional government	56,8	8,8	34,4

Source: Indonesian Political Indicators Survey Institute, 2020 (*Survei Dan Publikasi LSI | Lembaga Survei Indonesia*, n.d.)

Implementation is a process to be able to implement policies into policy actions from politics to administration (*Survei Dan Publikasi LSI | Lembaga Survei Indonesia*, n.d.) which in public service bureaucratic activities requires encouragement from the government to increase the capacity to use social media, digital technology, media literacy, and digital literacy to achieve benefits. more widely, especially during a pandemic (Sugara & Ulfa, 2021).

Bureaucracy is the main supporting tool in modern administration. The basis of bureaucratic legitimacy in the government structure is the application of knowledge, rationality and technology. The bureaucracy is the only device that is more sensitive to the application of management based on science and technology (Dwiyanto, 2013). The problem that occurs in the bureaucratic framework in government is the number of overlapping regulations so that this makes it difficult for the implementation of the bureaucracy itself (Habibi, 2020). Preparing how society can compete with the needs of this economic sector, changes in service delivery are needed, not only in the education sector that needs to adapt, but also covers various other sectors, comprehensively through bureaucratic transformation of digital transformation that are interconnected in the era of society 5.0 where Indonesia have Presidential Regulation no. 95/2018 concerning Electronic-Based Government Systems (*Kementerian Pendayagunaan Aparatur Negara Dan Reformasi Birokrasi - Laporan Kinerja - Laporan Kinerja (LAKIP) 2020*, n.d.).

Bureaucratic transformation is the formation of a dynamic bureaucratic structure and culture and is able to follow social changes that occur based on the nature of providing maximum public services (Kartesian, n.d.). A good and clean bureaucracy, simple, flexible, and supported by a fast governance process and quality human resources (HR) of the apparatus will produce excellent public services. This will have an impact on economic growth which is one of the pillars and the national development agenda (Sosial et al., n.d.)(Yulianto & Mawardi, 2016).

Economic growth is an increase in the value and amount of production of goods and services calculated by a country in a certain period of time based on several indicators, such as an increase in national income, per capita income, a workforce that is greater than the number of unemployed, as well as a reduced poverty rate. Generally it is measured using the Gross Domestic Product (GDP) and Gross Regional Domestic Product (GRDP) in a region (Zed, 2004). There are

symptoms of an increase in the poverty rate in Indonesia in 2020 which is increasing both in urban and rural areas, the following data are:

Table 3: Percentage of Poverty Rate in Indonesia by Region

Year	2019	2020
Rural	12,60 %	13,20%
Urban	6,56%	7,88%

The purpose of this study is to analyze the implementation of public policies on bureaucratic transformation after the COVID-19 pandemic in Garut Regency: economic growth as a moderating variable.

B. METHOD

The research method used in this paper is a qualitative descriptive method, with the type of library research using library data collection methods, reading, and taking notes and processing research materials.

The research design was carried out through several stages, namely as follows: first, tracing, recording, and reading various findings in each discussion of research results, articles, and news obtained in the literature, and website sources of official government institutions, as well as international institutions, and other sources relevant to this study. Second, combining all findings, both theories, models and concepts of organizational change and transformation of public services. Third, analyze each finding from various readings, both in terms of advantages, disadvantages, and the relationship between the writings discussed. The last stage is to provide a critical review by elaborating models and approaches that are different from the findings in the previous article (*Pemerintah Kabupaten Garut*, n.d.).

Qualitative research requires a framework of basic research concepts that are used to find something to be known. The framework of thinking becomes the basis and direction in conducting research so as to obtain conclusions that are in accordance with what is expected. The research framework has been summarized in Figure 1 below:

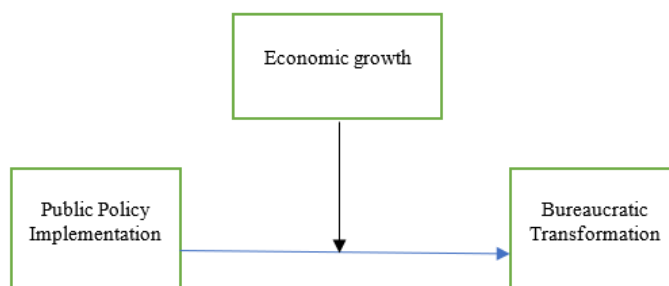


Figure 1. Research Method

C. RESULT AND DISCUSSION

Garut Regency which is geographically close to Bandung City as the capital of West Java province, is a buffer zone and hinterland for the development of the Greater Bandung region. Therefore, Garut Regency has a strategic position in supplying the needs of the citizens of Bandung City and Regency as well as playing a role in controlling environmental balance (*Pemerintah Kabupaten Garut*, n.d.). The condition of each region at the beginning of the pandemic was in a state of alert which changed the social and economic aspects. The following is an overview of the handling of the Covid-19 pandemic in Garut district:

Table 4: Development of handling Covid-19 in Garut Regency 2021

Covid -19 Garut Regency	
Case	Jumlah
Positive Covid-19	23.786
Self isolation	381
Care	151
Healed	22.118
Die	1.136

Source: (*Pusat Informasi Covid19 Pemerintah Kabupaten Garut*, n.d.)

Several reasons for the condition and an evaluation for the regional government in dealing with this pandemic, the delay in detection stems from the relatively low public understanding of Covid-19 and the limited availability of medical equipment (alkes) especially ventilators and vaccination programs that are not yet comprehensive. The Regency Government (Pemkab) of Garut, West Java has allocated a budget of up to IDR 1.7 trillion this year (*LKPP - Lembaga Kebijakan Pengadaan Barang Jasa Pemerintah*, n.d.).

Garut Regency's economic growth experienced a temporary decline in terms of the procurement of government goods and services increased. Effective budget allocation along with transparency in its distribution is a necessary policy implementation in this reform era. Garut Regency APBD before the pandemic as shown below:

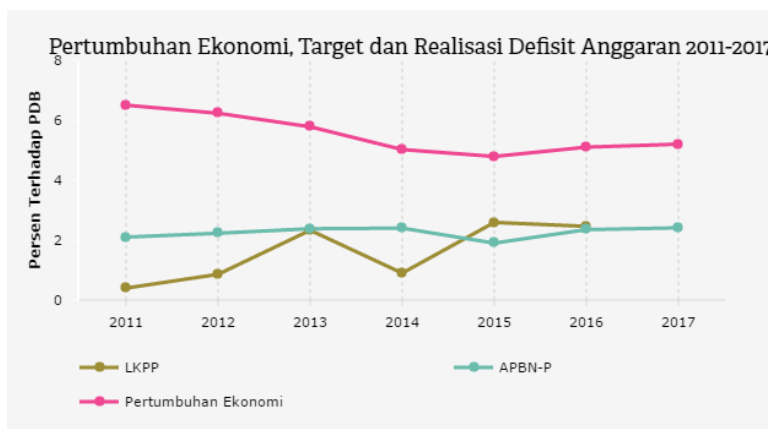


Figure 2. Economic growth, 2017 budget targets and realization (*E-SAKIP (2020-2024) :: Home*, n.d.)

The Government Goods/Services Procurement Policy Agency (LKPP) is a Non-Ministerial Government Institution (LPNK) which is under and responsible to the President of the Republic of Indonesia. LKPP was formed through Presidential Regulation of the Republic of Indonesia Number 106 of 2007 concerning Government Goods/Services Development Policy Institute. In the graph above, it can be seen that Garut Regency's economic growth experienced a temporary decline in terms of procurement of government goods and services increasing in the pre-pandemic period (Monev LKPP, 2019). Garut APBD revenues and expenditures are based on the Sixth Amendment to the Garut Regent Change Number 140 of 2019 concerning the Elaboration of the Regional Revenue and Expenditure Budget for Fiscal Year 2020 as shown below:

Table 5: Garut Regency APBD for Fiscal Year 2020

Type of activity	Amount in Indonesian Rupiah
Income (PAD, Balancing Fund, other legitimate income)	4.604.051.911.907
Shopping (Direct and Indirect)	4.689.349.516.593
Deficit	85.297.604.686

Source: <https://peraturan.bpk.go.id/Home/Details/144015/perbup-kab-garut-no-28-tahun-2020>

The data above illustrates that there is still a deficit in the 2020 APBD. Currently, the budget that will be distributed for this stage is around Rp. 66 billion for 421 villages by providing social assistance of between 200-250 thousand rupiah per family through the APBD (Regional Income and Expenditure Budget). for people who are affected by their economic conditions during the Emergency PPKM period, such as street vendors, wagon coaches, pedicab drivers and other affected communities (Humas Diskominfo Garut, 2021).

In 2018 the achievement of the performance accountability system assessment predicate of the Garut Regency government agency reached the BB predicate with a value of 70.39 points which when compared to the 2018 target with the B predicate had reached 111.93% of the set target. This achievement increased from 2017 with a B rating of 67.16 points, which means that the implementation of the Garut Regency government agency performance accountability system is already in the predicate of very good, accountable, well-performing, and has a reliable performance management system (Sucitra et al., 2020).

Based on LAKIP 2018, one of the main problems still faced by Garut Regency is the fulfillment of public services that are not yet optimal in basic education services, public works, public housing, peace, public order, and community and social protection (Sucitra et al., 2020). Public services can be identified through the performance of government agencies (Widyaiswara & 2015, n.d.).

One of them proposed by Kemenpan RB, improvement of public services and bureaucracy can be done through; 1) Improvement of performance management, where the outcome of the work has been determined in an integrated

plan, 2) Implementation of work unit development towards a corruption-free area and a clean and serving bureaucratic area, 3) Accelerating the implementation of an electronic-based government system, 4) Carrying out capacity building state civil servants (ASN) and 5) Acceleration in the delivery of quality and innovative public services.

It is time for innovative public services and the implementation of an electronic-based government system which is very important in the transformation of the bureaucracy. The concept of this transformation is a redesign of the genetic aspects of the bureaucracy which is the main driver of an organization. It includes 4 domains known as the 4 R's, namely Renewal, Reframe, Restructure, and Revitalize (*Francis J. Guillard, James Newell Kelly, 1995. Transform... - Google Scholar, n.d.*). In summary, the functions of the four components are described below:

- a) Reframing, The reframing process will open up horizons of mindset in order to be able to develop new visions and views that are more progressive about the identity (existence and competence) of a corporate or bureaucracy. Reframing is not easy to do, because there are natural barriers (mental barriers) in the form of reluctance to change, resistance to breakthroughs, siding with the status quo, and rejection of new values. Overcoming these obstacles is the biggest obstacle in the transformation process, because what we face are not only physical obstacles, but prejudice attitudes and human emotions that are difficult to change. The reframing process tries to break down these barrier walls and at the same time prepare mentally to move through them. The process will include changes in mindsets, motivations, standards of assessment, and even values and norms can change too. The success of reframing depends on its three pillars, namely: (i) building a shared vision, a sense of purpose, which lasts for a long period of time; (ii) corporate scale mobilization; and (iii) establishing benchmarks for progress.
- b) Restructuring, Prepare the organizational infrastructure towards a more prime performance. The main object is the corporate body or bureaucracy, and the main benchmark is efficiency, and the end result is a lean, healthy, and agile corporation. Restructuring is the process that usually produces the earliest results, but is also the most stressful. The success of restructuring must be accompanied by Renewal and Revitalization so that success can be maintained in the long term. The restructuring process trains and moves all components of the organization to move in the desired direction. No matter how good the organization's vision, mission, and programs are, all of them will not produce anything if the organs and components in the organization do not move to implement them. Therefore, restructuring must penetrate all veins, muscles, and organs within the organization, including its assets and resources, internal processes, resource allocation systems, operational strategies, workflows, and the synergy of all existing processes and resources. Restructuring also examines the relationship between the organization's vision and mission with processes and priority activities which are one of the keys for the organization to survive. For this reason, the restructuring of transactions needs to be directed at: (i) developing resources, resource

- generators, and economic models (for business entities); (ii) strengthening infrastructure and physical components; and (III) development of a more efficient work architecture; to reorganize work and processes so as to produce dramatic improvements in quality, efficiency, and cost aspects.
- c) Revitalization, Build new relationships between the existence and competence of the organization and its strategic environment. Opportunities for growth are often not clearly visible, so that skill in revitalization is needed. The revitalization process will bring new life into the organization, among others, by further developing existing processes or developing new things to respond to stakeholder demands and following changes and developments in the strategic environment. The tendency of the ranks of the bureaucracy is to be defensive when there are obstacles, among others, by making savings, reducing activities, and the like, not looking for new opportunities and making innovations or breakthroughs. For this reason, Revitalization must be oriented towards: (i) stakeholder/customer oriented; (ii) development and innovation (management systems and products); and (iii) IT development as the lifeblood of the organization.
 - d) Renewal, Equipping HR with new skills and spirit, as well as developing new goals and targets so that the organization is always able to regenerate from time to time to keep up with changes and developments in its strategic environment. The organization's internal metabolism must be changed in such a way that internally there is a fairly intense dissemination of knowledge and skills, while the external environment is able to adapt and respond quickly. Renewal process is generally not so visible to the surface, but plays the most vital role in the organizational transformation process. The Renewal process focuses on HR as the life and at the same time the driving force of the organization.

If we combine the four components of transformation again, then Reframing has a rational basis, Restructuring dissects and examines organizational organs, Revitalization moves in the strategic environment domain, then Renewal functions to build a spiritual dimension or breath that becomes the spirit of the organization. In contrast to the general view that sees organizations as merely a collection of systems and processes, Renewal sees organizations as entities that have emotions and spirits, which are also capable of moving emotions, just like humans. This spirituality is the key to successful organizations. Without the spirit of spirituality, the transformation will not succeed, because the spirit to learn and develop is an inherent part of the character of successful people. In relation to strengthening ethics and bureaucratic integrity, the four components of the transformation that are quite relevant and possible to do are Reframing and Revitalization.

The process of bureaucratic transformation can be seen in the image below:

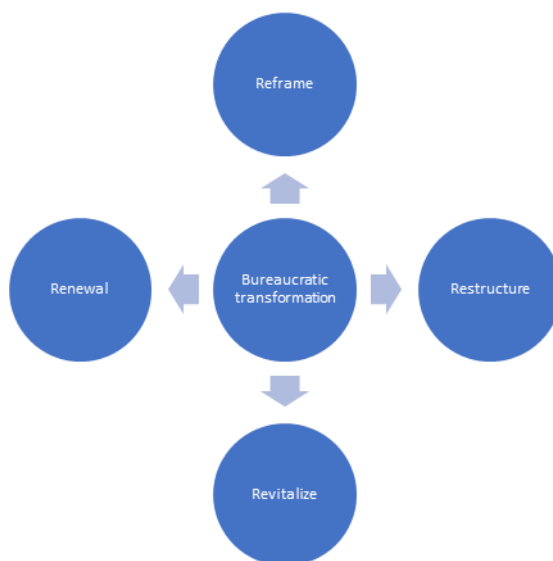


Figure 3. The process of bureaucratic transformation. Adaptation from Gouillart and Nelly, (1995) (*Francis J. Gouillart, James Newell Kelly, 1995. Transform... - Google Scholar, n.d.*).

In the concept of national development, it is stated as development that prioritizes increasing human resources. Public services are based on efforts to improve the quality of the community in quantity and quality. The evaluation is carried out using indicators of public policy, infrastructure, economic growth and human resources that emphasize the importance of the concept of good governance to implement development, public services, and community empowerment (Sinaga, 2021).

Garut's economic potential which can be a source of foreign exchange such as export quality leather jackets and bags, vetiver oil and tourism (*Kementerian Perindustrian, n.d.*) is certainly a great hope for the welfare of the people, especially Garut district. Through the transformation of the bureaucracy in public services, it is hoped that it can be a stimulus for economic growth in Garut Regency.

In accordance with Law Number 25 of 2009 concerning Public Services, this goal is achieved if it is able to realize the rights, responsibilities, obligations, and authorities of all parties related to the implementation of public services; a proper public service delivery system in accordance with the general principles of good governance and corporations; the fulfillment of the implementation of public services in accordance with the laws and regulations; and the realization of legal protection and certainty for the community in the implementation of public services (Negara & 2021, n.d.).

D. CONCLUSION

In accordance with the *Undang-Undang Nomor 25 Tahun 2009* concerning Public Services, this goal is achieved if it is able to realize the rights, responsibilities, obligations, and authorities of all parties related to the implementation of public services; a proper public service delivery system in

accordance with the general principles of good governance and corporations; the fulfillment of the implementation of public services in accordance with the laws and regulations; and the realization of legal protection and certainty for the community in the implementation of public services. Bureaucratic transformation is the formation of a dynamic bureaucratic structure and culture that is able to follow social changes that occur based on the nature of providing maximum public services. A good and clean bureaucracy, simple, flexible, and supported by a fast governance process and quality human resources (HR) of the apparatus will produce excellent public services. Garut's economic potential which can become a source of foreign exchange such as export quality leather jackets and bags, vetiver oil and tourism is certainly a great hope for the welfare of the people, especially Garut district. Through the transformation of the bureaucracy in public services, it is hoped that it can be a stimulus for economic growth in Garut Regency.

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