

*Analisis Pelayanan Publik Terhadap Perubahan Birokrasi Di Era  
Pandemi Covid-19*

**Analysis of Public Services to Bureaucracy Changes in the  
Covid-19 Pandemic Era**

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**Abstrak**

Tujuan penelitian ini adalah untuk menganalisis pelayanan publik terhadap perubahan birokrasi di Era Pandemi Covid-19. Metode penelitian yang digunakan adalah penelitian deskriptif dengan pendekatan kualitatif. Penelitian ini dilakukan di Direktorat Kerjasama, Pengembangan, dan Internasionalisasi, di Salah satu Universitas di Solo. Pengumpulan data dengan observasi dan dokumentasi. Hasil penelitian menunjukkan bahwa pelayanan publik pada Tahun 2020 dengan jumlah MoU sebesar 81, MoA sebesar 226 mengalami peningkatan signifikan dibandingkan dengan Tahun 2019 jumlah MoU sebesar 79, MoA sebesar 208, sedangkan untuk Tahun 2021 sampai bulan mei 2021 jumlah MoU sebesar 30, MoA sebesar 106. Proses rekomendasi/persetujuan jumlah dokumen perjalanan dinas luar negeri Dosen & Tendik serta Mahasiswa pada tiga tahun berturut-turut dari tahun 2019 hingga tahun 2020 mengalami penurunan yang signifikan. Perubahan birokrasi di Era Pandemi Covid-19 adalah aspek berubahnya birokrasi dalam institusi, aspek perubahan sistem kerja. Optimalisasi sistem pelayanan kerjasama, maka Direktorat Kerjasama, Pengembangan dan Internasionalisasi telah membuat sistem informasi kerjasama terintegrasi. Pelayanan kerjasama sebelum pandemi covid-19 sistem kerja yang dulu manual atau konvensional secara fisik tatap muka secara langsung dan ketika atau sesudah pandemi sistem pelayanan berubah menjadi sistem elektronik berbasis elektronik online seperti zoom, google meeting dan lain sebagainya dengan pemanfaatan teknologi informasi komunikasi secara optimal sehingga diperlukan Ide-ide gagasan baru sumber daya manusia ASN yang berkualitas dan inovatif.

**Kata Kunci:** pelayanan publik; perubahan birokrasi; Era Pandemi Covid-19

**Abstract:**

The purpose of study is to analyze public services for employees in Covid-19 Pandemic Era. The research method used is descriptive research with a qualitative approach. This research was conducted at the Directorate of Cooperation, Development, and Internationalization at a University in Solo. Data collection was carried out by observation and documentation. The results shows public services in 2020 with 81 MoUs and 226 MoAs, increasing significantly compared with those 2019 with 79 MoUs, 208 MoAs, and those up to May 2021 with 30 MoUs and 106 MoAs. The number of recommendation/approval processes for the foreign official travel documents for Lecturers & Educators and Students decreases significantly for three consecutive years from 2019 to 2020. The changes in the Covid-19 Pandemic Era are aspects affecting the changes in institutions and work systems. Optimizing the cooperation service system, the Directorate of Cooperation, Development, and Internationalization has created an integrated cooperation information system. The work system in cooperation services changes from the manual or conventional face-to-face one before covid-19 pandemic into an electronic system based on online zoom, google meetings and so on with optimal use of communication technology so ideas are needed new quality and innovative ASN human resources in the pandemic era.

**Keywords:** public service; bureaucratic change; Covid-19 Pandemic Era

**Introduction**

Covid-19 pandemic (Coronavirus Disease 2019) that is endemic throughout world is an urgent problem. It has been highlighted by the public and has significant impact on human life. Covid-19 infection was found for the first time in Wuhan, China in late 2019, where a patient was detected. Currently, the virus exposure spreads in about 216 countries. The Covid-19 pandemic is not only a threat to human health but also has a significant effect on the decline of world economic system (Radecki & Schonfeld, 2020). In addition, it has an impact on various sectors including transportation, hospitality, aviation, shipping, and the restaurant business. Such uncertain urgency has a negative impact on the severity of global financial stability (Sharma, et al, 2020)

In Indonesia, the government has taken various policies including lockdown, work from home, social distancing and physical distancing implementation as well as Large-scale social restrictions (PSBB) implementation in various parts of the world has an impact on the COVID-19 pandemic (Ullah, Habibi, & Nezami, 2021). This is aimed at preventing Indonesia from breaking the chain and reducing the risk of Covid-19 transmission.

Community interaction cannot be accomplished directly since the enactment of the Indonesian government policy.

The facts, from the results of observations on the spread of Covid-19 are concerning, indicate that the *World Health Organization* (WHO) has released global data on the number of Covid-19 cases of 174,502,686, and 3,777,361 deaths (WHO, 10 June 2021). There have been a total of 1,869,325 covid-19 cases, with 51,992 deaths, 6,294 positive cases and 5,805 healed cases (Covid19.go.id, 2 June 2021). The negative impact of Covid-19 is not only deaths but the increased unemployment rate. *International Labor Organization* (ILO) estimates an increased crisis in global unemployment by 23 million to 27 million in 2021 (ILO, 2021). The increased unemployment rate is in line with a significant decline in the weakening global economy, particularly in Indonesia (United Nations, 2020).

Research scientists are conducting research on the discovery of a COVID-19 vaccine in various parts of the world. There has been no cure for COVID-19 to date and the predication of a Covid-19 vaccine has not been found until when it was discovered. The predictions of research scientists in the uncertain situation of Covid-19 ended. The development of governmental policy in these problematic conditions requires extra urgent attention. Although it must comply with health protocols, Indonesia's situation should be improved in order to survive and be productive. New Normal is Indonesia's new phase in dealing with COVID-19. New innovative designs are used so that people can carry out their activities during pandemic. The government has prepared various health protocols in welcoming the new normal era (Obrenovic, Du, Godinic, & Tsoy, 2020). The provision of access to public services adapted to the conditions of the Covid-19 pandemic is not only in the field of managing the bureaucratic order but also in various fields that concern the lives of many people.

Bureaucratic management provides many lessons, especially amid the Covid-19 pandemic. Despite the pandemic situation, public services must be provided optimally because the bureaucracy is at the forefront. Communication and information technology is used to optimize bureaucratic services in the Covid-19 pandemic era. Electronic services are an alternative service so that campus residents have access to services according to their rights by using health protocols due to limited space for movement. Public services experienced a very significant spike in the Covid-19 pandemic (Maryam, Zauhar, & Saleh, 2016).

The optimization of the function of various technology applications is provided for modern, integrated, and unlimited services to the community. This is done so that the quality of public services can be improved optimally, as well as to provide wider opportunities for the community to participate in the development and the governmental institution development and the democratic process. The optimization of technology implementation is applied not only to public services but also to office meetings and to fill

employee performance as well as various other activities. Amid such urgent situation, a life change needs to be new normal, where the bureaucracy is required to provide public services efficiently, effectively, and optimally.

The process of change is desirable for an organization to adapt to uncertain situation amid Covid-19 pandemic, faced with the challenges of problems in order to maintain its sustainability. An organization can survive as long as it can adapt quickly to environmental changes. Internal and external situation factors include uncertainty, process innovation needed, demographics, changes in industry structure and market structure, perceptions, conditions, and new knowledge (Syaidah, 2020)

In this case, the problem is that the situation in the new normal amid Covid-19 pandemic affects the bureaucracy. The model system for bureaucratic change is needed to face and answer the challenges. The system of bureaucratic change requires creative ideas in its development, leading to various public service innovations so that services can run well and optimally. The leadership factor is very influential in managing change and innovation in bureaucracy, so leadership is important as a transformative bureaucratic system. Considering the background, it is necessary to conduct a research entitled "Analysis of Public Services against Bureaucratic Changes in the Era of the Covid-19 Pandemic".

## **Methods**

The research method used was descriptive research with a qualitative approach, based on Miles, Huberman and Saldana (2014) defining descriptive research as a method used to describe or analyze research results but not used to make broad conclusions. This research was conducted at the Directorate of Cooperation, Development, and Internationalization, at One University in Solo. Data collection using observation and documentation methods

## **Result and Discussion**

### **1. Main Tasks and Functions**

Based on the Chancellor of the Sebelas Maret University's Regulation Number 64 of 2020, concerning the organization and work procedures of the elements under the Sebelas Maret University Chancellor, the Directorate of Cooperation, Development, and Internationalization is responsible for carrying out the strategic program development planning of the university in the fields of Cooperation, Business Development, and Internationalization.

The functions of the Directorate of Cooperation, Development, and Internationalization are as follows:

- a. Implementing Cooperation development and planning
- b. Implementing business development

- c. Implementing the task of increasing the UNS’ internationalization ranking at the Asian and World levels, and implementing the development of Study Programs Outside the Main Campus (PSDKU) and
- d. Implementing the risk management at the Directorate of Cooperation, Development, and Internationalization level

2. Services of the Directorate of Cooperation, Development, and Internationalization  
 The Directorate of Cooperation, Development, and Internationalization provides the following services:

1) The Cooperation Services

The Directorate of Cooperation, Development, and Internationalization carries out Cooperation services, one of which is the legal drafting of Memorandum of Understanding (MoU) and Cooperation Agreements (MoA). MoU and MoA service data are presented in Table 1:

**Tabel 1**  
**MoU and MoA service data**

Year	MoU	MoA
2019	79	208
2020	81	226
January – May 2021	30	106

*Source: data processed*

Table 1 shows that public services are implemented with 81 MoUs and 226 MoAs in 2020, increasing significantly compared to those in 2019, 79 MoUs and 208 MoAs, while up to May 2021 30 MoUs and 106 MoAs have been signed.

2) The Recommendation for Foreign Service Travel

The Directorate of Cooperation, Development, and Internationalization functions to carry out the Recommendation/approval process for foreign official travel from the State Secretariat. The implementation of the recommendation/approval process for overseas official travel is a service for educators and educational staff as well as students who will carry out some assignments/services/activities.

The data for the recommendation/approval process for overseas official trips are shown in the table below:

**Table 2.**  
**Recommendation/approval process for overseas official travel**

No	Year	Number of Travel Documents for Education Office	
		Lecturer & Staff	Student
1	2019	258	240

2	2020	18	16
3	2021	12	-

*Source: data processed*

Table 2 shows that the number of recommendation/approval process for foreign official travel documents for Lecturers & Educators and Students declines significantly for three consecutive years from 2019 to 2020.

"Indonesian Government, through the Ministry of Health of the Republic of Indonesia, issued the Minister of Health's Decree Number HK.01.07/MENKES/328/2020, concerning Guidelines for Prevention and Control of Covid-19 in the Workplace and Offices and Industry in Supporting Business Continuity in a Pandemic Situation,". Office agencies, industry, and workers must comply with the use of several health protocols in the new normal era (Irawati, 2019).

Bureaucracy, particularly the Ministry of State Apparatus Empowerment and Bureaucratic Reform issued a Circular Letter No. 58/2020 concerning the Work System of State Civil Apparatus (thereafter called ASN) in the New Normal Order". **Improving the performance** of state civil servants is expected to make adjustments to create an adaptive, integrated and productive work empowerment culture. In accordance with the Circular Letter, an adjustment is done to the 2 work system mechanisms of Indonesian ASN including the work from office in which ASN carries out office duties, corresponding to the provisions and referring to the laws and regulations in the field of staffing to do official duties at the office. Meanwhile, work from home means that ASN carries out official duties at home, corresponding to the provisions and referring to the legislation in the field of employment for carrying out official duties at home.

Bureaucratic change is a process of changing the organizational environment in an uncertain situation greatly affecting current and future conditions. The organization should have an ability of improving and adapting to the changing environments and organizational behavior towards changes in improving and empowering organizational effectiveness (Cepiku, 2018). The change from normal into new normal situation causes some changes in the public service system and the community so that the bureaucracy must adapt to the Covid-19 pandemic situation. Factors causing the change in the bureaucracy of Public Service System in Cooperation Administration in the Covid-19 Pandemic Era at the Directorate of Cooperation, Development and Internationalization towards the new normal era are aspects of changing bureaucracy in institutions as organizational power, changes made, aspects of changing work systems, public service systems which are usually the norm to new normal phase by ASN.

1. The aspects of changing bureaucracy in institutions

The system model changes the “concept of force field analysis”. Conceptual techniques review key features of power along with barriers to change. The curiosity about how to manage change something produces shows that the driving forces will deal with resistances to change. Change occurs as the driving forces or weakens resistance to change (Lewin, 1951).

The new bureaucracy changing towards a new normal is in line with Lewin's research (1951) finding that changes in the bureaucratic order in implementation are demanded by power external. The bureaucracy is expected to be able to respond and adapt quickly to the Covid-19 pandemic. Despite the reality in the field, there are still bureaucratic problems, for example, convoluted bureaucracy, slow responses, doubts in decision making, so that it is less effective in providing public services to the community. The reason for the problem of bureaucracy is inability to respond quickly in Indonesia and to formulate policies quickly and accurately, the Indonesian bureaucracy lags far behind other countries in order to take a stance on changing world conditions and move dynamically in the fields of information and communication technology, (Christensen, Yesilkagit, & Christensen, 2019).

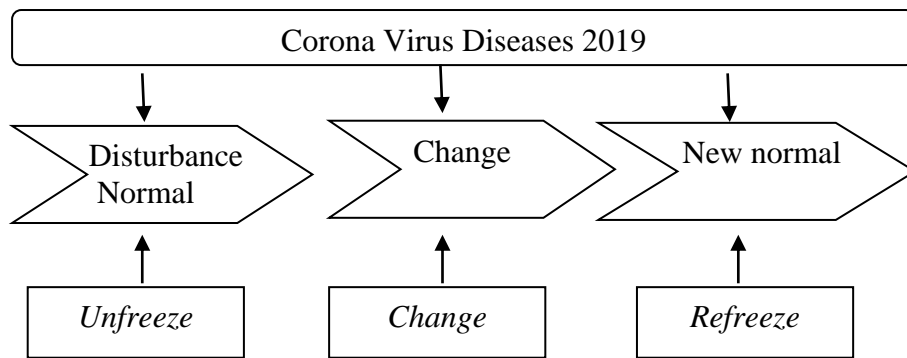
Theoretically, the public bureaucracy works based on regulation, procedure, hierarchy, and control. These four principles of bureaucracy are a form of the character of the public bureaucracy in Indonesia. The Covid-19 pandemic demands changes in the bureaucracy, which must maintain these four principles and strive to carry out standardization and formalization to create environmental stability. When the changes occur in the community environment, the bureaucracy must be able to adapt and be responsive to these changes. Poor assessment and slow performance are not always in the field of public service bureaucracy. Indonesia's method of overcoming Covid-19 needs to be appreciated for its bureaucracy producing positive policies (Meuleman, 2021).

The reason for planning change by organizational leaders related to the urgent problems (Lewin, 1951) is that changes are made with good reasons, gradually, not dramatically and suddenly. All changes need planning, and the planning of change involves all individuals affected by the change.

The change model system, according to Lewin, has three phases. 1) Unfreeze, related to the organization's approach to conscious behavior and being ready for change. It is related to the need for awareness, understanding, and readiness to stay away from the comfort zone. It also involves stages of individual personal readiness and teamwork as a change effort to create conducive atmosphere. 2) Change, an important stage transition process needs to take the form of a change by analyzing the gap desire status and status quo, providing solutions carefully first, analyzing the change program that is being implemented, and reducing resistance to change. The stage of eliminating the old method is then carrying out

all-new efforts. 3) Refreezing, all efforts to monitor changes are carried out so that the implementation runs well, dynamically, stable, and maximally (Lewin, 1951). The implementation of Kurt Lewin's Model leading to a New Normal life is presented in Figure 1 as follows:

Figure 1  
Implementation of Kurt Lewin's Model leads to a New Normal life



Source: (Kurt Lewin, 1951)

Figure 1 shows that, according to Lewin's organizational change model system, the initial stage of unfreeze, disruption of normal habitual activities applied by public service bureaucracy leads to a bureaucratic situation entering the new normal of Indonesia. Bureaucratic services used to be normal in the midst of the Covid-19 pandemic required some changes in the use of technology and information. The bureaucracy provides public services prioritizing health protocols including wearing masks, washing hands, social distancing, and physical distancing in daily life in the new normal era, using information technology optimally. The stage of refreezing a change in the bureaucracy is in the form of a new order norm giving the community an access to public services. .

As an indicator of the aspect of bureaucratic change in the field of cooperation services, the Directorate of Cooperation, Development, and Internationalization has created a cooperation information system called [b2b.integration.uns.ac.id](http://b2b.integration.uns.ac.id) so that it can be implemented optimally.

#### 1. The aspects of changing work systems

The duties and functions of ASN as state servants in the new normal order include the implementation of health protocols in various daily activities by prioritizing health and safety aspects. Adaptation of the new normal order within the ministries/institutions as well as in the regions includes the adaptation of work system adjustments, support for human resources, and infrastructure.



a. Adaptation of Work System Adjustments

ASN starts their work according to the working hours of the applicable regulations. The adaptation of work system amid COVID-19 pandemic started with the application of health protocols to various daily activities. Adaptation of work system adjustments is accomplished with flexibility in working location settings, namely shifting official work activities to work in the office (work from office) or shifting official work activities to work at home (work from home). All state servants can choose the working mechanism of implementing the tasks of public service during Covid-19 pandemic.

b. Human Resources Support

Resource management needs to be considered, such as performance appraisal and certainty of employee discipline by staffing officers, supervision of work unit leaders. The Covid-19 pandemic has adjusted performance appraisal as well as monitoring and evaluation model systems, considering the principle of flexibility based on digitization to build the model system.

c. Infrastructure Support

Preparation of the necessary infrastructure support. Government administration needs to apply information technology and guidelines for the use of information communication technology, information security and cyber needs to be considered in the implementation of public services so that they run smoothly and are safe from illegal access to data transmission (Ibad, 2020; French & Mollinger-sahba, 2021)

Technological developments are used in the design of the bureaucratic system change process. The five components of the bureaucratic workspace are flexible and networked, setting up infrastructure that allows for virtual and digital offices. Communication information technology using big data and artificial advanced intelligence requires interaction to increase the ASN capacity (Ibad, 2020). Organizing bureaucratic processes and workflows simplify the service process by utilizing digitalization-based services. Bureaucracy in the new normal era requires competent and qualified ASN in managing new workspaces (Maryam et al., 2016).

The paradigm shift of the public service model system works more effectively and efficiently with result orientation rather than procedural orientation. The community must still be provided with excellent public services despite the Covid-19 pandemic (Kurdi, 2020). The provision of excellent service is given to all communities without exception; the task is intended not only to state-owned enterprise (BUMN), private institutions, and agencies including civil servants. The delay in providing excellent service damages the image of ASN with unqualified, incompetent and lazy human resources. The weakness of this image is related to the limited service amid the Covid-19 Pandemic. The direction of change is for the better during Covid-19 pandemic.

The excellent service has positive impact on growing the awareness among the public services agencies aimed not only at external consumers but also at internal parties. The improvement of agency's image should be done from inside by providing excellent service so that consumers will be satisfied. The purpose of excellent service is to provide high-quality service to customers, to persuade the consumers to make their decisions and to exchange good or service offers immediately, to growth the customer's trust, to create trust and customer satisfaction, and to keep the customers' feeling that their needs are being cared for.

The urgency of public service system in the Covid-19 Pandemic era caused drastic changes, had a significant effect on administrative arrangements and work structure within government agencies, especially the public service system in the cooperation administration at the Directorate of Cooperation, Development, and Internationalization. The changes include the optimization of physical distancing, and the shift of work activities from office to work from home. The work system of cooperation services used to be manual or conventional physically face to face before the pandemic turned into an electronic system based on electronics online, online zoom, google meetings and so on with optimal use of communication information technology during or after the pandemic the service system.

## **Conclusion**

The conclusion of this research is that the covid-19 pandemic forces all public service sectors to change habits, new decisions and policies from the center to the regions so that ASN, especially the Public Service System in Cooperation Administration in the Covid-19 Pandemic Era at the Directorate of Cooperation, Development, and Internationalization, can still work in the service and work to provide services to the community. The COVID-19 pandemic has a very serious impact particularly on the performance, recalling that so far the conventional physical system has worked using face-to-face method, but with Covid-19, electronic systems online such as zoom, google meetings and so on must be maximized. To optimize the Cooperation service system, the Directorate of Cooperation, Development and Internationalization has created a Cooperation information system called [b2b.tegration.uns.ac.id](http://b2b.tegration.uns.ac.id).

Because leadership greatly influences phronesis and visionary bureaucratic changes, this study recommends the mastery of digitalization-based applications to strengthen employee capacity. New ideas and ideas in the implementation of public services require quality and innovative ASN in the New Normal Era. Reinforcement and education are given to the public on changing the conventional manual face to face service directly to the online electronic system. The New Normal Era needs empowerment and infrastructure development.

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