

# Condition of the Bureaucracy Public Services Before and During Covid -19 at The Districts Pujon Malang

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**Abstract:-** As it is known, since the beginning of 2020 it can be said that there are almost no aspects of life that are free from the Covid-19 pandemic, as well as public services at the sub-district level. “This study aims to identify and analyze the condition of the public service bureaucracy before and during the Covid -19 period at the Pujon District Office, Malang Regency. This study used a qualitative type of research, with a total of sixteen informants consisting of eight informants before Covid-19 and eight informants during the Covid-19 period”. The main focus of research is; Service Procedures, Service Requirements, Clarity of Service, Responsibilities of Service Officers. Fairness of Service Costs, Certainty of Service Costs, Certainty of Service Schedules, Service Speed, Satisfaction of the served parties. The data collected were analyzed using an interactive model consisting of; data collection, data reduction, data presentation and drawing conclusions.

The existence of government or often referred to as bureaucracy is nothing but the party that is obliged to provide services in order to fulfill public needs. “The results of this study prove that before Covid-19 and during the Covid-19 period, all the focuses studied got an average score in a sufficient category. So that the condition of the public service bureaucracy needs to be improved, namely by paying attention to the aspect of closeness between the community and public service organizations”. Because this will determine the extent to which the organization's understanding of everything the community needs. Therefore, the aspect of bureaucratic decentralization is carried out professionally, as an effort to delegate authority to the bureaucracy to lower units to carry out the authority they have.

**Keywords:-** Bureaucracy, Public Services, Before and the Covid-19 Period, Service Quality.

## I. INTRODUCTION

The bureaucracy is a whole government organization that carries out state duties in various government organizational units, service is part of the main task for the apparatus in carrying out the bureaucracy as state servants and public servants. “This task has been clearly outlined in the fourth paragraph of the preamble to the 1945 Constitution, which covers four aspects of basic apparatus services to the community which states that: "Protecting the

entire nation and all spilled Indonesian blood promotes public welfare and the intellectual life of the nation”. Bureaucratic decentralization is carried out as an effort to delegate authority to the bureaucracy in lower units to carry out their authority, this is intended to reduce the burden on the government.

Smith's logic of thought in Djumara (2007), “states that to reduce government duties from top-level organizational units by giving delegations to organizational units under them. Deconcentration is defined as administrative decentralization which gives administrative authority to units in charge of smaller areas to take care of administration as an effort to ease the burden on higher units”. Law of the Republic of Indonesia Number 25 of 2009, explains that public service providers are any state administering institutions, corporations, independent institutions established under the law for public service activities, and other legal entities formed solely for public service activities (Dwiyanto, 2011). Implementers are officials, employees, officers and every person who works in the organizing organization in charge of carrying out an action or a series of public service actions. The community is all parties, both citizens and residents as individuals, groups and legal entities that have the position of beneficiaries of public services, either directly or indirectly (Fredrickson, 2003).

Asnawi (2010) explained that public service is seen as the most important aspect of state administration, because the main task of state administration is to provide services to every citizen, the concept used is bureaucracy, because bureaucracy is a state administrative tool to carry out public services. Then Supriyono (2008), “mentions that in public services, the existence of the government or often referred to as bureaucracy is nothing but the party that is obliged to provide services in order to meet public needs. In this connection, all the tendencies and characteristics that are characteristic of each party, both government and society, together provide an overview of how the performance of public services is carried out”.

Government organizations are increasingly required to create service quality, Zauhar (2001) explains, “what is important in public service is related to service quality, including in local government organizations or institutions as public service providers. The state and government system become the foundation of citizens' services in obtaining guarantees for their rights, therefore improving the

quality of services is important". Henry (2004) states that public service is identical to the representation of the execution of the government bureaucracy, because it is directly related to a government function. A service quality is a comparison of the service received in the hope that the service wants to be received.

According to Zaithaml in Herlina (2013), "efforts to achieve quality required a standard of public service as a benchmark for service. The setting of public service standards is a phenomenon that applies both in developed and developing countries". The quality of public services provided by the bureaucracy in a democratic country has at least three indicators, namely responsiveness, responsibility, and accountability (Islamy, 2001). Jasfar (2005) in developing the quality of public services, Zaithaml defines five dimensions, namely; "tangible, reliability, responsiveness, assurance, and empathy. The decentralization policy through granting regional autonomy to local communities aims to improve government performance in the field of public services".

## II. LITERATURE REVIEW

The meaning of bureaucracy according to Toha (2008) when viewed from the origin of the word in greek "bureau means desk and kratein means to regulate. From bureau kratein, there were variants of the words bureaucie (French), burocratie (Germany), burocrazia (Italy), and bureaucracy (English)". That is, an organization implementing government activities, meanwhile, Rourke in Susilo (2009), "argues that bureaucracy is a system of administration and the implementation of daily tasks that is structured in a clear hierarchical system, carried out by written rules (written procedures), carried out by certain sections separate from other sections, by selected people. because of the ability and expertise in the field".

According to Toha (2008) the above thinking emphasizes that there is an organizational culture, "bureaucracy which is a mutual agreement about shared values in organizational life and binds everyone in the organization concerned. Therefore the organizational culture of the bureaucracy will determine what can and cannot be done by members of the organization; determine normative limits of organizational members behavior". Determine the nature and forms of organizational control and supervision; determine the managerial style that is acceptable to the members of the organization; determine proper working methods, and so on.

According to Islamy (2001), "in running the bureaucracy in accordance with the organizational structure that has been determined by each human resource based on its authority. Authority in this case is the right of a person to influence others because it is supported by the underlying rules and norms in order to produce social order". Related to social action in relation to authority can be divided into three types, namely; traditional authority, charismatic authority, and rational legal authority.

Tjokrowinoto (2003) mentions traditional authority, "the people who have and use traditional authority are the results of elections that have been in accordance with regulations that are respected at all times. The relationship between figures in authority and their subordinates is more in the form of personal relationships. So that it is similar to the pattern of relationships in a family". Subordinates will have personal loyalty and obedience to their leaders.

According to Asmawi (2010) Hegel's thoughts, "on bureaucracy originated from his review of the concept of three groups in society, namely special interest groups, represented by groups of businessmen and professional groups, general interest groups represented by the state, and bureaucratic groups". According to Hegel's view, the bureaucracy should be an intermediary group between particular groups and the state. Thus the bureaucracy should be in a neutral position.

Toha (2008) mentions that Karl Marx, with his concept which is better known as the Marxian bureaucracy, "in principle objected to Hegel's views. For Marx, the union between the state representing the public interest and society pursues special interests on the one hand and on the other hand there are the special interests of certain social groups. News about corporate interests and views on the high morality of state officials are a completely distorted picture". The theoretical contradiction between the public interest and the special interest is imaginary and is used by bureaucrats to justify their own special interests.

Furthermore, Toha (2008) mentions Hegel's and Marx's thoughts, "in principle placing the position of the bureaucracy as a separate interest group, only the difference between the two Hegel emphasized that the interest of the bureaucracy is to mediate between the particular interests and the public interest represented by the state". Marx emphasized that the bureaucracy is also a separate class that cannot be neutral but side with the ruling class. Both of these thoughts imply the idea that the bureaucracy does not have to bend its knees to the interests of the government (political officials) but can have a balanced position (Wasistiono, 2003). In other words, the bureaucracy can act as one of the pressure groups. The thoughts of these two figures then influenced the school of thought about the bureaucracy which included the discussion of political and bureaucratic relations (Warella, 2004).

Henry (2005) in his writing Big Democracy, "big bureaucracy begins with a question, namely why the bureaucracy is considered important. Because it has been proven that the growth of the bureaucracy has been amazing, both in quantity and in the amount of the budget spent". In order to obtain a clearer understanding of the role of the government bureaucracy, it would be better if a discourse was given about the initial thought of the birth of the bureaucracy and the important role of the bureaucracy which is described through the administrative paradigm (Come, 2005).

To answer this, Henry proposed three models that explain the growth of government (bureaucracy), namely from the viewpoint: Political Scientists, Economists, and Futurists with the following model.

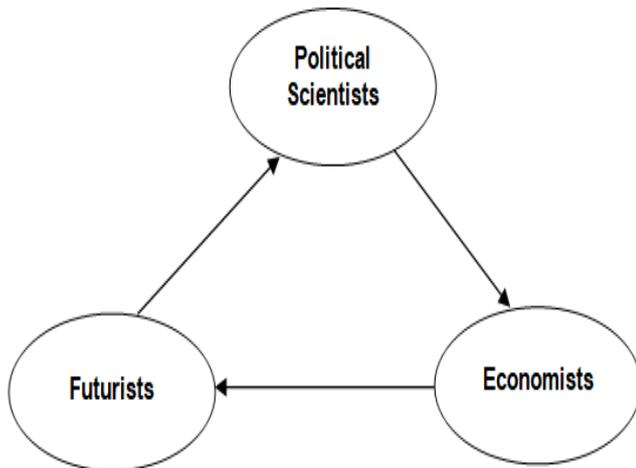


Fig 1:- Model of growth bureaucracy  
Source: Henry (2005)

a) Political Scientists Explain Governmental Growth; “political Pluralism. This model actually wants to show how the political process should work, not explain the growth of government. The assumptions of this model are: society is composed of various competing groups”.

Which have (a) very broad interests, (b) harmonious actions. This is where the role of government is needed, especially in safeguarding individual rights. In order to support this, the government needs large resources, so it is necessary to increase the role of the bureaucracy (Kumoro, 2005).

b) Economists Explain Governmental Growth Displacement; “the assumption of this model is that with rapid economic growth, many activities are needed. Of course, these activities require many government agencies to manage them”.

c) Futurists Explain Governmental Growth; “as Bureaucracy interpreter of Complicated Thinks. This model assumes that the bureaucracy is an inevitable incarnation of technological politics”. The impact of technology in relation to political economy often requires policies carried out by the state bureaucracy.

Based on the three models above, it can be argued that why bureaucracy is considered important, because understanding bureaucracy is the same as understanding government (Soeprapto, 2003). As an organization that emphasizes bureaucratic discipline, according to Weber, is an organization that can be used as an effective approach to control human work, so that it reaches its target, because bureaucratic organizations have a clear structure, about power, and people who have power have influence, so they can give orders. to distribute assignments to others (Suripto, 2010).

According to Weber in Asmawi (2010), the ideal type of rational bureaucracy is carried out in the following ways:

1. Individual officials are personally free, but limited by their position at the time they carry out their duties or individual interests in their positions. Officials are not free to use their positions for their personal needs and interests, including their families (Wicaksono, 2006).
2. The positions are arranged in a hierarchical order from top to bottom and to the side. As a consequence, there are superior and subordinate positions, and some hold greater power, and some are small.
3. The duties and functions of each position in the hierarchy are specifically different from one another.
4. Every official has a contract of office, which must be executed. Job description for each official is the domain which is the authority and responsibility that must be carried out in accordance with the contract.
5. Each official is selected on the basis of his or her personality qualification, ideally this is done through a competitive examination
6. Every official has a salary including the right to receive a pension in accordance with the hierarchical level of the position he bears. Every official can decide to leave his job and position according to his wishes and his contract can be terminated under certain circumstances
7. There is a clear career development structure with promotions based on seniority in accordance with objective considerations
8. Every official is absolutely not justified in using his position and institutional resources for personal and family interests
9. Every official is under a control and supervision of a system that is run in a disciplined manner

Meanwhile, according to Doyle Paul Johnson, translated by Wicaksono (2006) the characteristics of the ideal type of bureaucracy are as follows:

1. An official function regulation that is constantly being regulated according to the rules.
2. A certain area of expertise, which includes:
  - a. The area of obligation performs functions that have been marked as part of a systematic division of labor.
  - b. Provisions regarding the authority that a person in a position needs to have to carry out these functions.
  - c. That the means of coercion which need to be clearly limited and its use are subject to these limited conditions.
3. The staffing organization follows a hierarchical principle; This means that low-level employees are under supervision and get supervision from someone higher.
4. The regulations governing the behavior of an employee can be technical regulations or norms. In both cases, if the application is entirely rational, then specialization (training) is required
5. In the rational type it is a matter of principle that the members of the administrative staff must be completely separate from the ownership of the means of production or administration

If we look closely, Weber in Thoha, (2008) takes into account three main elements in his conception of bureaucracy. These three elements are; "first, bureaucracy is seen as a technical instrument; Second, the bureaucracy is seen as an independent force in society, as long as the bureaucracy has an inherent tendency to apply these technical instruments; Third, the development of this attitude is because bureaucrats are unable to separate their behavior from their interests as a particular community group".

Thoha (2008) in relation to this defines public service as; " effort made by a person or group of people or a particular agency to provide assistance and convenience to the community in order to achieve certain goals. Satisfactory service is the effort made by all organizational officials to all people, groups, or the community who are felt to give satisfaction to those served". This satisfaction is judged in terms of goodness, efficiency, namely the service that is felt to be the fastest and most appropriate.

Husaini further stated in Zauhar (2001) namely excellent service, "namely an attitude or way of serving satisfactorily. The goals and benefits and all of them in general, there are four main elements, namely speed, accuracy, hospitality and comfort. From some of the above definitions, it can be concluded that public service is an activity or form of business carried out by either an individual or an organization in order to help or provide facilities for the community by providing services needed to achieve the goals and welfare of society".

Services provided by individuals or by an organization, according to Moenir (2001), are inseparable from three types, namely: "1). Service by word of mouth, 2). Services through writing and 3). Service in the form of deeds". Juliantara (2005) states that in providing services orally to match what is expected by the community, there are several conditions that must be met by service providers, namely:

1. Really understand the problems that become a burden on his job.
2. Able to provide explanations fluently, briefly but clearly enough so that it is satisfactory for those who wish to obtain the required clarity.
3. Be polite and friendly.
4. Even in a lonely situation, do not chat and joke with colleagues because it creates the impression of being undisciplined.
5. Does not serve people who want to just chat in a polite way.

For service in the oral form is the most prominent service in the implementation of duties. Not only in terms of quantity but also in terms of quality of service (Suripto, 2010). In order for services in written form to satisfy the parties being served, one thing that must be considered is the speed both in processing the problem and in the process of solving it (typing, signing or other matters). While 70-80% of services in the form of deeds or actions are carried out by middle to lower level officers (Utomo, 2008). Therefore, the

seriousness, skill and discipline of officers will determine the results of the work.

Oriented public services must be in accordance with good procedures and in accordance with applicable formal regulations. This is important because it involves community satisfaction and satisfaction with these services as a meaningful contribution to the sustainability of the relevant public institutions (Widodo, 2009). According to Moenir (2001), "so that the service can satisfy the person / group of people being served, the actors in charge of serving must meet the following criteria: a) polite behavior b) how to convey something related to what the parties concerned should receive c) timing of delivery is right d) hospitality".

**III. RESEARCH METHOD**

This research uses a qualitative type, according to Moleong(2010), "qualitative methods can be used to reveal and understand an unknown phenomenon of apparatus resource development. This method can also provide complex details about phenomena that are difficult to reveal by quantitative methods". Primary research data collection using interviews, and supported by secondary data collection through documentation.

The main focus of research is; "Service Procedures, Service Requirements, Clarity of Service, Responsibilities of Service Officers. Fairness of Service Costs, Certainty of Service Costs, Certainty of Service Schedules, Service Speed, Satisfaction of the served parties". This research data analysis using an interactive model which consists of four stages, as presented in the following figure.

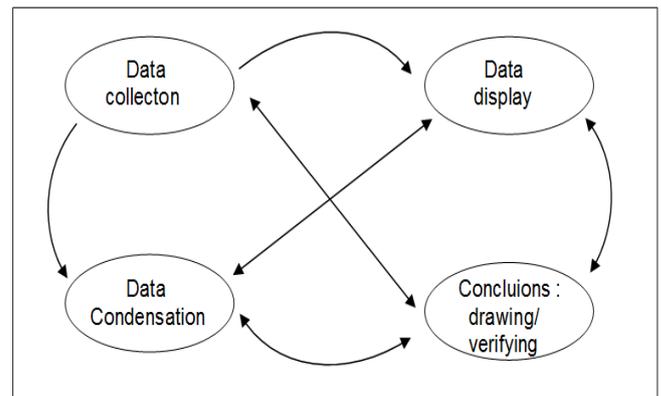


Fig 2:- Qualitative Analysis Model  
Source: Miles, Huberman dan Saldana, (2014)

**IV. RESULTS AND DISCUSSION**

It is suspected that COVID-19 first appeared in Wuhan, Hubei Province, China. This virus is thought to have emerged because of a food market in Wuhan that sells various types of live and dead animals (Anderson,2020), "this virus has spread throughout the world, including Indonesia since early March 2020. The Indonesian government immediately followed up on the case. One of the government's actions is to carry out Social Distancing for 14 days to minimize the spread of the virus".

According to the Center for Disease in Social Distancing, namely staying away from associations, avoiding mass gatherings, and maintaining distance between people. Social restrictions / distancing are taken to prevent the transmission of COVID-19 so that it does not spread widely in the State of Indonesia, which affects almost all aspects of life (Fan& Cowling, 2020).

The public service at the Pujon sub-district office, Malang Regency before the covid-19 that the researchers got (see table 1), is that all aspects in focus provide a sufficient average value. Before Covid-19 it was known that to;

- a). Service procedures get responses from informants with a score of 51.85 in the sufficient category;
- b). Service Requirements get responses from informants with a score of 54.79 having a sufficient category;
- c). Clarity of service received responses from informants with a score of 62.15 in the sufficient category;
- d). Responsibilities of Service Officers get responses from informants with a score of 53.90 having sufficient categories;
- e). Reasonableness of Service Costs received responses from informants with a score of 57.80 in the sufficient category;
- f). Certainty of Service Costs get responses from informants with a score of 62.20 in the sufficient category;
- g). The certainty of the Service Schedule gets responses from informants with a score of 55.95 which has sufficient categories;
- h). Service Speed gets responses from informants with a score of 56.87 in the sufficient category; and
- i). Satisfaction of the parties served received responses from informants with a score of 56.85 which was categorized as sufficient.

Table 1. Public Service Bureaucracy Conditions Before Covid -19

Num	Elements of Service	Service Element Value	Service Quality Link
1	Service Procedure	51.85	Enough
2	Terms of Service	54.79	Enough
3	Clarity of Service	62.15	Good
4	Responsibilities of Service Officers	53.90	Enough
5	Service Fee Fairness	57.80	Enough
6	Certainty of Service Fees	62.20	Good
7	Fixed Service Schedule	55.95	Enough
8	Service Speed	56.87	Enough
9	Satisfaction of the parties served	56.85	Enough
<b>Average</b>		<b>56.92</b>	<b>Enough</b>

Source: data processing (2020)

The public service at the Pujon sub-district office, Malang Regency during the covid-19 period that researchers got (see table 2), that all aspects in focus provide a sufficient average value. Before Covid-19 it was known that to;

- a). Service procedures get responses from informants with a score of 48.75 in the sufficient category;
- b). Service Requirements get responses from informants with a score of 52.66 having a sufficient category;
- c). Clarity of service received responses from informants with a score of 56.88 in the sufficient category;
- d). Responsibilities of Service Officers get responses from informants with a score of 51.55 in the sufficient category;
- e). Reasonableness of Service Costs received responses from informants with a score of 53.60 in the sufficient category;
- f). Certainty of Service Costs get responses from informants with a score of 59.10 in the sufficient category;
- g). Certainty of Service Schedule get responses from informants with a score of 51.75 having sufficient categories;
- h). Service Speed gets responses from informants with a score of 54.70 which is categorized as sufficient; and
- i). Satisfaction of the parties served received responses from informants with a score of 52.65 having sufficient categories.

Table 2. Public Service Bureaucracy Conditions During Covid -19

Num	Elements of Service	Service Element Value	Service Quality Link
1	Service Procedure	48.75	Enough
2	Terms of Service	52.66	Enough
3	Clarity of Service	56.88	Enough
4	Responsibilities of Service Officers	51.55	Enough
5	Service Fee Fairness	53.60	Enough
6	Certainty of Service Fees	59.10	Enough
7	Fixed Service Schedule	51.75	Enough
8	Service Speed	54.70	Enough
9	Satisfaction of the parties served	52.65	Enough
<b>Average</b>		<b>53.51</b>	<b>Enough</b>

Source: data processing (2020)

Based on the presentation of the research that has been presented, for the public service bureaucracy before and during the Covid-19 period, there were changes from various elements that were the focus of this research. However, it can be drawn a common thread that good and quality service bureaucracy must still pay attention; a). Service Procedure b). Terms of Service; c). Clarity of Service; d). Responsibilities of Service Officers; e). Service Fee Fairness; f). Certainty of service costs; g). Service Schedule certainty; h). Service Speed; and i). Satisfaction of the parties served.

Following up on the condition of the public service bureaucracy before and during the Covid -19 period, the closeness between the community and public service organizations will determine the extent to which the organization's understanding of everything the community needs. According to Wijaya (2007), "there are at least two dimensions to see the meaning of closeness between public service organizations and the community, namely normative closeness, meaning the extent to which policies or rules are made that voice the desires, interests of the community, and closeness areaally". Wwhich means that for closeness it is necessary to have organizational units that can be easily reached by the community.

By area, public services can be carried out by organizational units that are close to the community so that; "the organization is agile, responsive, and understands precisely the needs of local communities which in turn can increase the effectiveness of public services. On the other hand, long distances from public service organizations can be an obstacle to the implementation of public services". For example the inability to understand exactly what the immediate needs of the surrounding community are so that the services rendered are not on target, so that programs launched for service activities become ineffective. Then when of service is not effective, "it will have the potential to cause the integrity of a region. Since the implementation of regional autonomy, there has been an improvement in the quality of public services carried out by the government". But in terms of efficiency and effectiveness, responsiveness, equality and treatment there are still obstacles.

## V. CONCLUSION

It can be said that until now quality public services as a result of government decentralization have not yet been able to approach public expectations. "Public services that are faster, cheaper, and better, the existing service standards often cannot be maintained. On the other hand, in the field of public services, extra fees or illegal fees are a general description seen in community offices". This is because the paradigm of government has not undergone a fundamental change.

The old paradigm is marked by the behavior of state apparatus in the bureaucratic environment who still place themselves to be served instead of serving. "In order for better quality public services, the government should reform the paradigm of public services. This reform of the public service paradigm is a shift in the pattern of public service delivery, which was originally oriented to the government as a provider to services oriented to the needs of the community as users".

The government's effort to overcome this problem is by issuing Ministerial Regulation for Empowerment of State Apparatus and Bureaucratic Reform Number 15 of 2014 concerning Service Standards. Policies in the public service bureaucracy should be implemented and realized properly if the bureaucratic decentralization is carried out

professionally, as an effort to delegate authority to the bureaucracy in lower units to carry out their authority.

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