

THE EFFECTIVENESS OF BUREAUCRACY COMMUNICATION PATTERNS FOR THE COVID TASK IN PUBLIC POLICY IMPLEMENTATION (POST PANDEMIC)

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ABSTRACT

The impact measures taken to stem the spread of Covid-19 has significantly impacted several areas. Social changes occur in all aspects of people's lives in multiple sectors, both in the economic sector, employment, education, tourism, and the elements of government bureaucracy. However, the handling of the Covid-19 pandemic in the country has shown positive developments. The trend of adding daily cases consistently indicates a decline. This encourages realizing the effectiveness of implementing public policies by the COVID-19 task force with bureaucratic communication patterns for economic recovery after the pandemic. This study uses a descriptive qualitative methodology that uses a literature review to examine and characterize the phenomenon or object of study through social interactions, attitudes, and perceptions of individuals or groups of people. The study results indicate that public services must have service standards and be published as a guarantee of certainty for service recipients, manifested in an effective communication pattern to serve the community. In contrast, the choice of bureaucratic communication patterns such as assertive behavior can be made by direct communication to the needs, desires, and one's opinion without punishing, threatening, or demeaning others. Proactive behavior also involves the rights of others without being too afraid in the process, involving direct expression of one's feelings; this is considering the strategic potential of the Garut district, and the effectiveness of communication patterns in public services is very crucial to be carried out after this pandemic as an economic recovery effort.

Keywords: *Effectiveness, Bureaucratic Communication Patterns, Covid Task Force, Public Policy Implementation, Post Pandemic*

A. INTRODUCTION

Similar to the COVID-19 pandemic that has swept the globe a pandemic is an epidemic of a disease on a large scale. The frontline of public services,

bureaucrats, must get all they need ready for their responsibilities after the epidemic has started to wane. This is because public services can still be inadequate during a pandemic emergency. The nation's response to the Covid-19 outbreak demonstrates positive developments. The pattern of daily case additions continuously points to a fall. These changes can be seen in the image below:

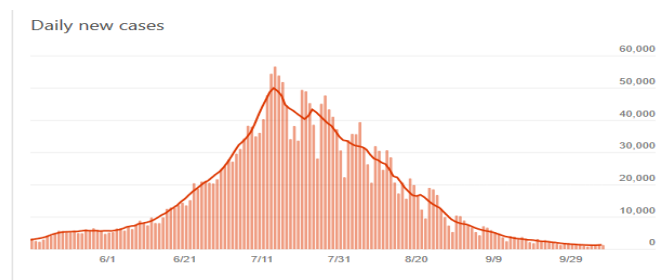


Figure: Graph of the decline in the Indonesian Covid-19 pandemic 2021
Source:<https://www.ecdc.europa.eu/en/geographical-distribution-2019-ncov-cases>.



Figure: Graph of the decline in the Indonesian Covid-19 pandemic 2022
Source:Johns Hopkins Center for Communication Programs.” <https://ccp.jhu.edu/>.

Since the Covid-19 case in Indonesia was reported in March 2019, the government has increased its efforts to combat this epidemic. The measures taken to halt the spread of Covid-19 have significantly impacted a number of sectors, particularly the highly influential economic industry, which affects both the center and the periphery. Social changes occur in all aspects of people's lives in various sectors of community life, both in the economic sector, employment, education, and tourism, including parts of government bureaucracy. These policies are designed and implemented to break the chain of transmission of Covid-19 (T. Taufik and H. Warsono, 2022).

Furthermore, in realizing a clean and accountable bureaucracy, the Ministry of PANRB encourages implementing the Government Agency Performance Accountability System (SAKIP) and developing an Integrity Zone (ZI). The consistent implementation of performance accountability in central and local agencies prevents potential waste and increases the efficiency of budget use. In achieving performance accountability based on the 2020 SAKIP yesterday, 95.24 percent of ministries and institutions and 97.06 percent of the provincial

government received the predicate B and above. Then, district and city governments reached 63.98 percent (Kementerian Komunikasi dan Informatika, 2021). The performance of the bureaucracy at the district and city levels still needs improvement, considering that the achievement value is still in sufficient numbers.

The goal of bureaucracy is to serve the interests of the populace. In the concept of a modern state, bureaucratic activity is an indispensable tool that cannot be avoided. The fact is that bureaucracy is a logical by product of the state's (government's) primary responsibility for organizing social welfare. Whether or not the state chooses what is best for its citizens in certain situations, it must be directly involved in generating the commodities and services its citizens require (public goods and services) (D. I. Jawa and B. Mulyaningsih, 20215).

Bureaucracy and communication cannot be separated from each other. Both become part of the flow of an organization's activities, administratively and non-administratively. Seeing an organization, especially a government, always requires interaction, receiving, and conveying information. On the other hand, communication is the framework for building a complex and hierarchical organizational bureaucracy. For that, there are various kinds of organizational communication patterns that run in it. The commission bound by this bureaucracy is a government organization that carries out the duties of administering the government. We recognize formal communication, from whom we talk or deliver messages based on their structure or position in the organization. In addition, in the organizational bureaucracy, informal communication is also built to confirm statements that may have been unclear during the previous delivery. Informal communication is formed based on certain feelings and interests among fellow members of the organization (R. A. Fitriawan *et al.*, 2017).

For the statement in question to be understood, the communication pattern can be seen as a pattern of relationships between two or more persons when messages are sent and received (B. S. Djamarah, 2004). The government is handling the Covid-19 pandemic, but there are at least four major issues with that communication, including a lack of accurate data and information, a lack of socialization regarding various topics, low public trust, and ineffective communication between government organizations. (R. A. Bahtiar, J. P. Saragih, and D. Covid, 2022). This suggests that an unavoidable aspect of the government bureaucracy's existence is the role of clear and transparent regulations at every level.

Limiting social interactions (social distancing), allowing the majority of the State Civil Apparatus (ASN) to work from home (WFH), stopping worship services, and advising the public to stay at home were just a few of the government policies related to efforts to combat the pandemic that was implemented (stay at home). House) and a decline in employment outside the house. Physical Distancing, PSBB, and establishing the Implementation of Community Activity Restrictions (PPKM) are all extensions of the policy that have an impact on community activities under the new normal. Both the general population and government workers now regularly engage in online activities.

Nevertheless, there are also benefits and drawbacks to the pandemic's use of internet communication.

Table: Advantages and Disadvantages of Online Communication

Strength	weakness
Wider and easier social interaction	Communication is done in writing or based on text
Explore creativity through various digital media	Absence of nonverbal communication
Forming a Community	Impersonal because it's not facing to face
Documented	No physical contact
Flexibility in time and place	No non-verbal communication
Unlimited insight enhancement	Time and cost consumption

Source: (<https://pakarkomunikasi.com/kelebihan-dan-kekurangan-komunikasi-daring>)

High-ranking officials (PPT) and workers must use creativity and innovation to manage the bureaucracy throughout the epidemic, particularly regarding working Covid-19 at the front lines. The Committee for Handling COVID-19 and National Economic Recovery is in charge of handling COVID-19. Concerning the Committee for Handling Corona Virus Disease 2019 (COVID-19) and National Economic Recovery, Presidential Regulation 82 of 2020 states this. Its establishment aims to increase national resilience in the health sector, speed up the handling of Covid-19 through collaborations between ministries/agencies and local governments, raise awareness of the possibility of an escalation in the spread of Covid-19, increase operational policy-making synergy, and improve readiness and capability to prevent, detect, and respond to Covid-19 (<https://www.ojk.go.id/waspada-investasi/id/tentang/pages/Fungsi-dan-Tugas-Satgas.aspx>). The Covid-19 Vaccine Development Acceleration team was established following the epidemic. The objectives to be met include, among others, the acceleration of the COVID-19 vaccine development, national security, and independence, particularly concerning vaccines, boosting research synergy, planning and use, and capacity building—vaccines in Indonesia. (<https://news.detik.com/berita/d-5164711/pemerintah-jelaskan-4-tujuan-pembentukan-tim-percepatan-vaksin-corona>).

To accelerate efforts to contain Covid-19 in Indonesia, the government has launched a program to provide Covid-19 vaccinations to all Indonesian people. Below is a description of the target of Vaccination in Indonesia:

Table: Vaccination Targets in Indonesia

Periode	I	II	III	IV
Vaccination Target	1.3 million health workers	17.4 million for public officers and 21.5 million for the elderly (over 60 years old)	63.9 million for people with a high risk of transmission, both in terms of place of residence or economic and social class	77.4 million to the general public with a cluster approach according to vaccine availability

Source: Ministry of Health of the Republic of Indonesia, 2021 (<https://www.litbang.kemkes.go.id/tantangan-pelaksanaan-vaksinasi-covid-19-di-indonesia>)

A total of 3 million Covid-19 vaccines produced by Sinovac, the producer of the Covid-19 vaccine, have been imported by the Indonesian government in two stages in the period I. Phase I and II are targeted for completion in March 2022. There have been various challenges with the Covid-19 vaccine program in Indonesia. Some people favour the Covid-19 vaccination program, but many doubt its efficacy and even refuse to get it. To reduce the number of Covid-19 transmissions in Indonesia, it is necessary to carry out more intense socialization in various media, especially online media, about the benefits of the Covid-19 vaccination to lead to community immunity to stop the Covid-19 pandemic, "with a minimum requirement of 70 % of the population have received the vaccine. The COVID-19 vaccine program will be finished in 34 provinces, and 181.5 million people will have received it by the end of the 15 months from January 2021 to March 2022. (R. Nugroho, 2003). The implementation of vaccination in this country is part of implementing policies to serve the community in the health sector.

Policy implementation, in principle, is a way for a policy to achieve its goals, which concerns how far the programmed direction satisfies the community (R. Nugroho, 2003). Implementing the Covid 19 vaccination policy is expected to accelerate the government's target of achieving herd immunity (K. Saraswati, 2021).

This study aimed to determine the effectiveness of the Covid task force bureaucracy's communication pattern in implementing Garut district public policies after the pandemic.

B. RESEARCH METHODS

The descriptive qualitative approach used in this study examines and depicts the phenomenon or object of study through social interactions, attitudes, and perceptions of individuals or groups of people employing literary studies. (D. Sugiyono, 2013). The study describes the effectiveness of the Covid task force bureaucracy's communication pattern in implementing Garut district public policies after the pandemic through in-depth interviews.

C. RESULT AND DISCUSSION

In general, The Indonesian bureaucracy has been unable to address the country's strategic issues. First, the Indonesian bureaucracy continues to lag behind other nations in swiftly and precisely creating policies to react to the constantly shifting and dynamic global environment, particularly in information, communication, and technology (ICT). Second, rules, protocols, hierarchies, and controls are the theoretical foundations upon which the public bureaucracy operates. Despite the massive pressure for change brought on by the COVID-19 outbreak, the bureaucracy continues to use hierarchical and rigid procedures. It keeps working to formalize and standardize things to establish a stable environment. The bureaucracy must adapt when the environment and society evolve, but this reality has been rejected by the rigidity of the principles that guide them. Strategic actions are required to change the bureaucracy in Indonesia because of how closely this is tied to its effectiveness (D. I. Jawa and B. Mulyaningsih, 2021). The inadequate efficiency of the bureaucracy has a significant impact on Indonesia's subpar public services. The chart below displays the results of Indonesia's immunization program. (<https://ccp.jhu.edu/>):

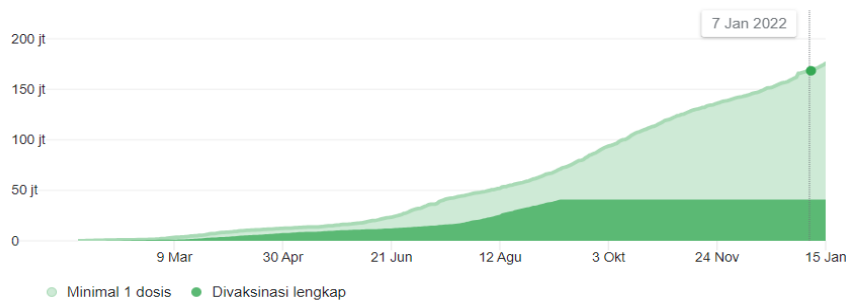


Figure: Vaccination in Indonesia 2022.

The achievement of COVID-19 vaccination until the end of 2021 in Garut rose from 27 to 38.5 percent, with a vaccination target of 1,977,713 people from all sub-districts (42 sub-districts) with an age range of 12-42 years. The progress of vaccination achievements is as shown in the table below (<https://www.antaraneews.com/berita/2471101/capaian-vaksinasi-covid-19-di-garut-naik-dari-27-menjadi-385-persen>);

Table: progress of vaccination achievement in Garut Regency 2021

Dosage	Achieved Target (%)	Amount (person)
First	35	760.436
Second	15.1	297.910
Third	74 (health workers)	4.679

The achievement of vaccination so far has reached 60 percent. Garut only has 250,000 people left to achieve 70 percent of the COVID-19 vaccination. This

should be appreciated as well as the need for improvements in implementing public services by the Garut Regency Covid-19 Task Force.

The Main Duties and Functions of the Garut Regency Covid-19 Task Force are based on Garut Regent Decree Number 443-3/Kep.868-Bpbd/2020 Date 30-9-2020, while the bureaucratic communication pattern is marked by the interaction of people in the organization. The interaction and communication flow continuously to and from several directions. Hierarchically, organizational communication flows in two directions, namely vertical and horizontal (<https://www.antaraneews.com/berita/2471101/capaian-vaksinasi-covid-19-di-garut-naik-dari-27-menjadi-385-persen>). Vertical communication includes:

- a. From superiors to subordinates (Downward Communication). Namely: communication that takes place in the form of giving work instructions (job instructions); Explanations from the leadership on why a task needs to be carried out (job rationale). Delivery of information on applicable regulations (procedures and practices). They are motivating employees to work better. Communication is not always done verbally (verbal contact) but also non-verbally, such as through letters, memos, reports, dispositions, emails, SMS, etc. At the Garut Regency Covid-19 Task Force. Communication patterns from top to bottom are carried out routinely every time there is a change in policy from the center and incidentally. If there is a significant change in the trend of cases in the Garut district, such as changes in the level of the pandemic during the level 4 emergency period accompanied by the PPKM policy. Likewise, when conditions develop from level 3 to level 2 at this time, with changes in several regional policies. The Garut Covid-19 Task Force formulated this to convey this to all relevant agencies. Guidelines from the center are then coordinated and carried out virtually, followed by the sub-district heads of all Garut districts and related agencies in the Regional Leadership Communication Forum (Forkopimda).
- b. From Subordinates to Superiors (Upward Communication). Namely, communication occurs when subordinates (subordinates) send messages to their superiors. This is in the form of a routine report meeting every Monday at morning apples during the Garut Covid-19 Task Force meeting through the Forkopimda forum. This is a routine that is carried out every time.
- c. Horizontal communication is when communication occurs between organizational members/employees in the work unit, which is coordination between agencies and other parts of the Garut COVID-19 task force, such as when a policy is handed down from the center, and then the chairman (Regent) instructs it. The legal department will make an action plan following the instructions from the chairman, followed by the dissemination of information by both Kominfo and BPBD, according to the direction of the chairman. This synergy has shown the results of the performance of all elements involved in handling and preventing the COVID-19 pandemic, especially with the formation of the Garut Regency Covid-19 task force. Training and strengthening of professionalism continue to be carried virtually to the departmental leadership level as a step to understanding the meaning of all instructions from government policies. All relevant agencies' documents

related to the pandemic are neatly arranged (A. Dwiyanto, 2013). The performance achievements of the Covid-19 Task Force with developments towards a decrease in the death rate of Garut Regency are shown in the image below:

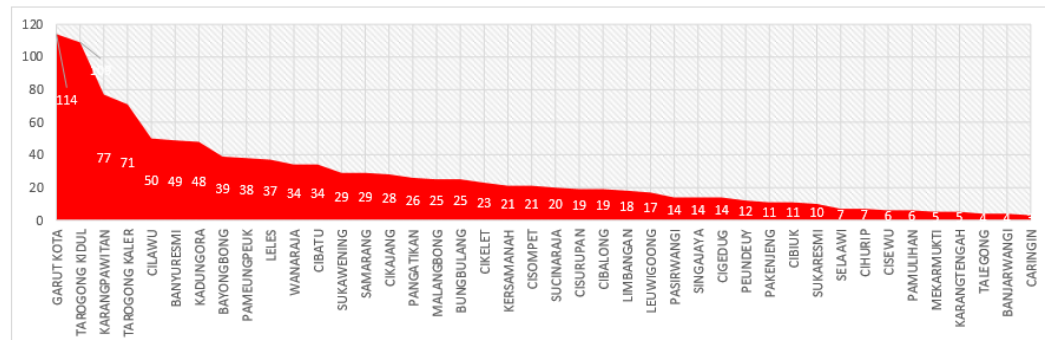


Figure: Trend of Decline in Covid-19 pandemic deaths per district of Garut Regency (BPBD, 2021) [17].

The internal quality of a modern government bureaucracy is characterized by specialization, competence, insight, rationality, objectivity, skepticism, conscientiousness, tolerance, openness, dialogical, and orientation toward the public interest. Therefore, the bureaucracy must be responsive, available, and absorb developments outside of itself. Thus the resulting public policies are always oriented to the public they serve; in line with that, a policy, including those relating to public services, must go through an effective communication process through the communication of bureaucratic procedures with the concept of the "triangle concept of wisdom" namely the value of care (care), the value of policy attitudes (share) and the value of justice and public interest (fair). Communication is one of the tools in moving the bureaucracy in carrying out its functions, and communication must be effective. Furthermore, effective communication will be successful when the communicator's message corresponds to the frame of reference, which is a blend of experience and understanding (collection of knowledge and meaning) obtained by the communicant (T. Supriatna, 1997).

Every delivery of public service must adhere to service standards, which must also be made public as a guarantee of certainty for service recipients. A service standard is a regulation used to implement services that the service provider and the recipient must abide by. The list of public services that must refer to the following service standards is provided (I. Ridwan and M. Sudrajat, 2020).

To respond to the wrong impression of the bureaucracy, the bureaucracy needs to make several changes in its attitudes and behaviour (A. Dwiyanto, 2013). The bureaucracy must prioritize the nature of the task approach, characterized by a modern, lean, effective, and efficient organization, make changes to its work systems and procedures, become an agent of development reform, and perform a decentralized, innovative, flexible and responsive bureaucracy transformation.

The choice of bureaucratic communication patterns, among others, assertive behavior is a form of direct communication of one's needs, desires, and opinions

without punishing, threatening, or demeaning others; proactive behavior also involves the rights of others without being too afraid of the process, involving direct expression of one's feelings (K. Anwar, P. Uin, A. Makassar, and M. P. Islam: *core.ac.uk*). This communication pattern is vertical between levels of government and horizontally between one service and another. The priority step is communicating with various communities. This is also not easy to do because of different social, economic, and political constraints. An example is when taking an assertive approach based on empathy for structuring street vendors. The steps in the proactive communication strategy are as follows (R. A. Fitriawan *et al.*, 2017); (K. Anwar, P. Uin, A. Makassar, and M. P. Islam: *core.ac.uk*).

Garut Regency serves as a buffer zone and hinterland for the growth of the Greater Bandung region. It is physically adjacent to Bandung City, the seat of the West Java province. Because of its vital location in providing the requirements of the people of the City and Regency of Bandung and its function in maintaining the balance of the environment. Given the strategic potential of the Garut district, the effectiveness of communication patterns in public services is crucial to be carried out after this pandemic as an economic recovery effort.

D. CONCLUSION

To provide service recipients with a guarantee of predictability, all public service delivery must have service standards and be disclosed, manifested in effective communication patterns in serving the community.

The choice of bureaucratic communication patterns, among others, assertive behavior can be done in the form of direct communication of one's needs, desires, and opinions without punishing, threatening, or demeaning others. Proactive behavior also involves the rights of others without being overly afraid in the process, involving direct expression of one's feelings.

Given the strategic potential of the Garut district, the effectiveness of communication patterns in public services is crucial to be carried out after this pandemic to recover the economy.

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