

Factors of Change in Bureaucrat's Work Climate and Behavior of Post-Pandemic Public Services

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Abstract

A pandemic is a global disease outbreak, just like the COVID-19 pandemic that has hit the whole world. At the stage where the pandemic has begun to decline, bureaucrats as the front line of public services need to prepare everything related to their duties considering that during a pandemic emergency there are still shortcomings in public services and open opportunities for national economic recovery to move again. Post-pandemic requires a change in the work climate in organizational culture, bureaucratic behavior and the effectiveness of public service management to welcome economic recovery in a new, more dynamic order. The method in this research is descriptive qualitative (Sugiyono, 2015) analyzing and describing phenomena or research objects through social activities, attitudes and perceptions of people individually or in groups using a literature study. The research is described on changes in the work climate of bureaucrats and the behavior of bureaucrats towards public services after the pandemic. The results show that the management transformation and bureaucratic climate refer to the ideal model of governance, namely dynamic governance and diversity governance, with its strategic pillars covering several aspects, namely bureaucratic management, institutional and organizational business processes, performance accountability and supervision, public services, and the use of information and communication technology (ICT) within the scope of an electronic-based government system and remains on the path of public service standards. To create superior post-pandemic bureaucrats according to the plan to formulate bureaucratic management in the era of the new normal order that emphasizes more on the digital system, changing the planning system, procuring bureaucrats by building digital government, having information technology literacy, strengthening competencies according to organizational development. And transforming the employee development system through online, internship, or hands-on learning into the workplace. The post-pandemic bureaucracy must be adaptive to these changes so that bureaucratic reform can really be realized in its implementation in the field as a public service.

Keywords

public service; post pandemic;
ideal governance model;
adaptive bureaucrat.



I. Introduction

Several government policies related to efforts to overcome the pandemic began by limiting social relations (social distancing), working from home (work from home) for most of the State Civil Apparatus (ASN), eliminating worship activities, and asking the public to stay at home (stay at home) as well as reducing economic activity outside the home. The policy is continued with Physical Distancing, PSBB and establishing the Implementation of Community Activity Restrictions (PPKM) which has an impact on community activities in

new normal conditions. Online activities have become routine activities for both the general public and public servants. Online communication (Efi A. Nisiforou, 2014) is a variety of ways (e-mail, social networking sites, etc.) in which individuals and computers can communicate with each other through a computer network.

Table 1. Advantages and Disadvantages of Online Communication

Excess	Deficiency
Wider and easier social interaction	Communication is done in writing or based on text
Explore creativity through various digital media	No nonverbal communication
Forming a Community	Impersonal because we don't meet face to face
Documented	No physical contact
Flexibility in time and place	No non-verbal communication
Unlimited in insight enhancement	Time and cost consumption

Source, Amber 2018

Bureaucrats ranging from high leadership officials (PPT) to staff are required to be creative and innovative in running the bureaucracy during the pandemic. Therefore, the government must have short-term and long-term strategies to keep the bureaucracy running effectively. Short-term strategies, including the application of digital bureaucracy, standardization of services, professionalism of human resources of the apparatus, application of digital bureaucracy are very much needed during the pandemic.

In addition to providing the latest information regarding the handling of Covid-19, the digital bureaucracy can be the best way of service to the community. Because, the impact of digital bureaucracy is the speed of service felt by the community. Every government agency must pay attention to the standardization of public services from five aspects, namely service policies, service professionalism, infrastructure, public service information systems, consultation and complaints, and the creation of public service innovations. Digital bureaucracy and service standardization as stated above, and then cannot run as expected without the support of the professionalism of the human resources of the apparatus (Republica, 2020). However, it turns out that there are still weaknesses from various aspects along with several public complaints related to public services, the most complaints related to population administration services with 153 reports. Then followed by electricity services 116 reports, taxation 40 reports, licensing 20 immigration reports 11 reports, and oil and gas 8 reports (Kompas, 2021). This is certainly not desired by all parties considering that bureaucrats are the frontline in public services.

The National Narcotics Agency (BNN) as one of the public servants in making efforts to prevent drug abuse and circulation based on digital technology, preventive measures are carried out through modern (virtual) counseling that follows the development of technology, information and communication (ICT). Counseling using virtual media must be supported by digital literacy skills which are the knowledge and skills of users in utilizing digital media, such as communication tools, internet networks and so on (Devri Suherdi, 2021). Digital content is often made just for publication and documentation of office activities, lack of creativity, not according to client needs, presentation time is not right, and there is no element of novelty. The effect is that the feedback system from audiences who visit digital sites does not run optimally (Afib Rizal, Anna Fatchiya, Dwi Sadono, 2021). This is illustrated in the table below:

Table 2. Patterns of Utilization of Digital Media by Drug Instructors, 2021

Sub Variable	Average	Category
Duration	18, 33	Low
Frequency	30, 54	Low
ICT diversity	53, 79	Currently
Expenses	47, 87	Currently
Variable Mean	37, 63	Currently

Source: Drug Counselor, 2021

The table above shows the duration of digital media in extension activities which on average are still low. This is because the instructor's routine in utilizing digital media is still limited to uploading and distributing content that takes less than 1 hour, while the content production process is still mostly using offline applications. Extension workers also have not used digital media to search for additional information or interactions between extension workers and clients. Most of the instructors who mentioned that they had attended training were basic functional training for drug instructors. The low duration and frequency of using digital media is one of the obstacles to the implementation of E-government (Mulyandari et al., 2011).

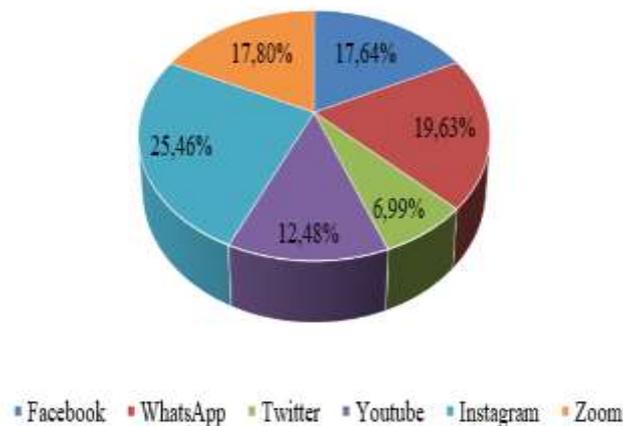


Figure 1. The use of social and digital media facilities in drug counseling in Indonesia

Referring to Article 203 of the Government Regulation of the Republic of Indonesia Number 11 of 2017 concerning Management of Civil Servants (PNS), it is stated that every civil servant has the same rights and opportunities to be included in competency development. The low level of education and training that has been attended because the opportunity to participate in the training is limited and the type of education and training held is not in accordance with the needs of the extension worker. The opportunity to participate in the training will be even greater if the work unit concerned has a small number of extension workers (Mardikanto, T. 2009).

According to the Big Indonesian Dictionary (KBBI), a bureaucrat is a person who is part of a bureaucracy or a member of a bureaucracy who carries out administrative tasks of an organization which is often a reflection of the policies of the organization. The work climate of an organization is a condition or state of a different working atmosphere in an agency that feels comfortable, calm, and free to do work without fear (Hadjrah, 2011). In a narrow sense, climate is defined as a shared perception of organizational policies and implementation procedures, both formally and informally. There are several conditions that support the work climate, including bureaucrats such as facilities, health, competence, welfare.

At the time when Indonesia implemented the Grand Design for Bureaucratic Reform 2010-2025 which was digital-based, in fact not all bureaucrats were able to operate the existing tools the problem is not just a policy, but more so with the commitment of bureaucrats to change the mind set and learn new things. The correlation between the willingness and commitment of bureaucrats must be in line with needs and should go hand in hand with technological developments. The problem is that when bureaucrats are nervous about technology, and embarrassed by the compulsion, the essence of serving will be lost because they are trapped by burdens. Especially during the COVID-19 pandemic (Tedi Sudradjat, 2021)

Bureaucratic behavior is essentially the result of the interaction of the bureaucracy as a collection of individuals with their environment (Thoha, 2005), several problems, mainly caused by a complicated bureaucracy, slow to respond, and indecisive which results in ineffective handling of Covid-19, sectoral egos. Between ministries/agencies and regions is one of the causes of the slow bureaucracy in responding to the handling of Covid-19 (Anin Dhita Kiky Amrynudin and Riris Katharina, 2020). In the task of public service, the performance of bureaucrats is needed for the implementation of public duties. Public services are all forms of services, both in the form of public goods and public services which in principle are the responsibility and are carried out by central government agencies,

A pandemic is a global disease outbreak just like the COVID-19 pandemic that has hit the whole world. At the stage where the pandemic has begun to decline, bureaucrats as the frontline of public services need to prepare everything related to their duties considering that during a pandemic emergency there are still shortcomings in public services. The handling of the Covid-19 pandemic in the country shows developments in a positive direction. In the past month, the trend of adding daily cases has consistently shown a decline, where it has been more than the last two weeks. National active cases as of October 4, 2021 have dropped to 31,054 cases. This figure is much lower than the highest in July 2021 which reached up to 570,000 cases opening up opportunities for national economic recovery to move again.

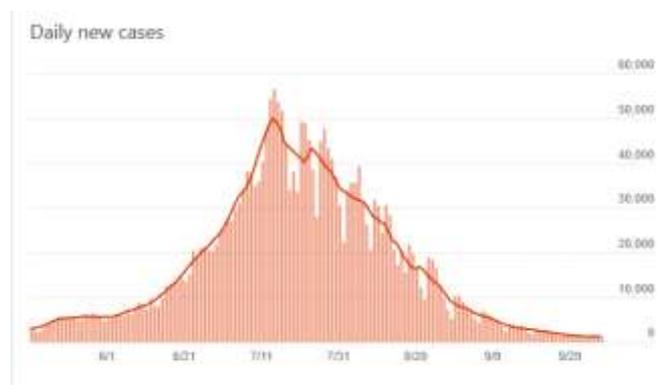


Figure 2. Graph of the decline in the Indonesian Covid-19 pandemic 2021(CDC · WHO · ECDC)

II. Review of Literature

2.1. Public Service

According to Sadu Wasistiono (2003) public service is the provision of services either by the government, private parties on behalf of the government or private parties to the community, with or without payment to meet the needs and or interests of the community. The Ministry of Home Affairs (LAN, 2007) explains that public service is a public service which is a process of helping others in a certain way that requires sensitivity and interpersonal relationships to create satisfaction and success. So public services are

essentially service providers or serving the needs of people or the community and or other organizations that have an interest in the organization, in accordance with the basic rules and procedures determined and aimed at providing satisfaction to service recipients.

Public policy was action with intention determined by actor or several actors in overcoming a problem or task (Wu et al., 2017). Public policy was meant as state wisdom, a decision meant to overcome certain problem, to conduct certain activity, or to achieve certain activity, which was done by the authorized institution as part of implementation of state's task and development. (Syakur, A. et al. 2020)

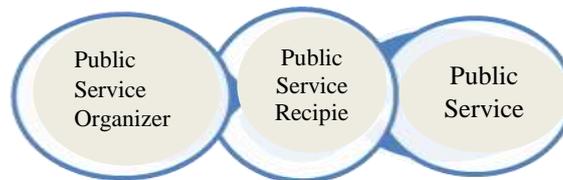


Figure 3. Elements of Public Service. Kurniasih, 2020

2.2. Bureaucratic Climate

The word climate or climate comes from the Greek, namely incline which describes the internal environment of the organization (Suryana Sumantri, 2011). According to Wirawan (2007), work climate is the perception of organizational members (individually and in groups) and those who are in constant contact with the organization (eg suppliers, customers, consultants, and contractors) about what is or is happening in the organization's internal environment on a regular basis. , which affects organizational attitudes and behavior and the performance of organizational members who then find organizational performance. According to Robbins (2008), work climate is a term used to contain a series of behavioral variables that refer to values, beliefs, and basic principles that serve as a basis for the organization's management system.

2.3. Bureaucratic Behavior

Bureaucratic behavior Ndraha (1986) is an interaction between individuals in their organizational environment, because bureaucratic behavior is determined by individual functions in the organizational environment. The organizational structure of the government is colored by the characteristics, capabilities and capacities of individuals or officials as servants of the State or government and public servants who are hierarchically in accordance with their functions and responsibilities. According to Peter and Glyn Davis (2004), organizational behavior is a human means for human benefit. Organizational behavior can be widely applied to the behavior of people in all types of organizations, such as business, government, community, schools and other service organizations. As for Thoha (2005), bureaucratic behavior is the result of the interaction of the bureaucracy as a collection of individuals with their environment. Then the behavior of the bureaucracy describes the behavior of public services for the community according to their duties and functions. Bureaucratic behavior in carrying out public services must be in accordance with Law No. 5 of 2014, including 1) implementing public policies made by the Civil Service Supervisory Officer in accordance with the provisions of the legislation, 2) providing professional and quality public services, and 3.) strengthen the unity and integrity of the Unitary State of the Republic of Indonesia. The application of integrity and values of public servants or bureaucrats needs to be carried out optimally based on the Law of the Republic of Indonesia No. 5 of 2014 the description of public service by bureaucrats can be seen below;

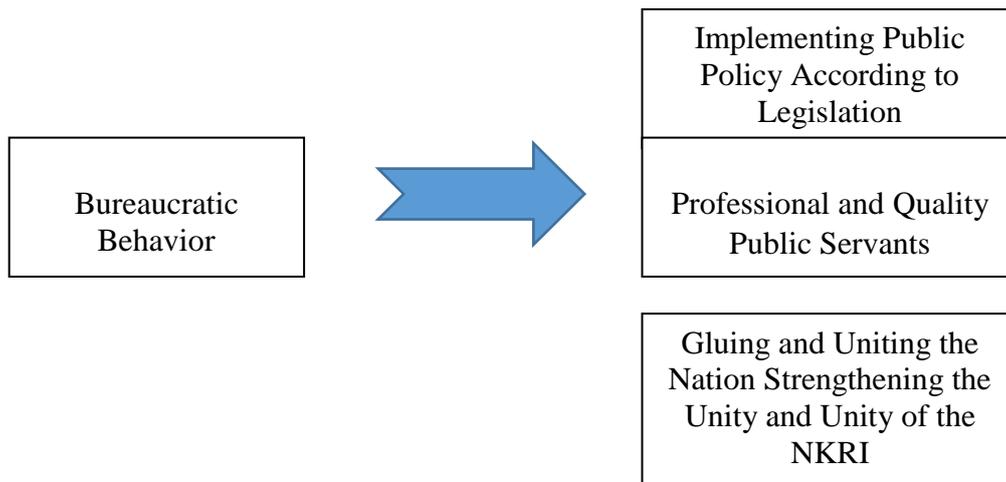


Figure 4. *Bureaucratic Behavior*

2.4. Public Service Management

Management is the core of an administration, because management is the main implementing tool of administration. Management is a process carried out by one or more individuals to coordinate various other activities to achieve results that would not be achieved if one individual acted alone. Meanwhile, service management can be interpreted as a process of applying science and art to formulate plans, implement plans, coordinate and complete service activities in order to achieve firm and customer-friendly service goals, create special interactions and quality control with customers (Ratmanto, 2005). Public management is often identified with the management of government agencies. Management is an interdisciplinary study of general organizational aspects and is a combination of management functions such as the Service Triangle Service Management Model Good service will only be realized if in the internal environment of an organization providing services to the community there are several factors, namely, a service system that prioritizes the interests of the community, customers, service culture in a service organization and human resources that prioritize the interests of the community and adequate resources. As stated in the scheme as follows:

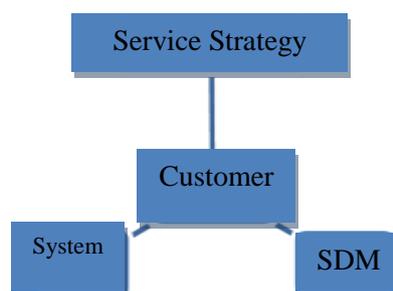


Figure 5. *Management model of the service triangle of Ratminto and Atik Septi Winarsih (2009)*

Service users can be the main priority and support from various factors including, a) service organization culture that prioritizes the interests of the community, especially service users, HR system customer service strategy, b) service system in service delivery organizations, c) user-oriented human resources service.

Good service will be realized if service users or the community as customers are placed in a center that gets support from an organizational culture that is oriented to the interests of the community such as vision and mission, commitment, and division of labor of the

organization. In addition, service users can also get support from a community-oriented organizational service system, in this case that it is easy for the community to get services such as the use of technology and the clarity of an organizational procedure that does not make it difficult for the community. In addition, service users as the main focus also get support from human resources that are oriented to customer interests.

The service standard is a standardized measure in the implementation of public services that must be obeyed by the service provider and or recipient. According to MENPAN Decree No. 63 of 2003, service standards are as shown in the chart below:

1. Service Procedure, Service procedure is a series of processes or work procedures that are related to each other, so that it shows the stages clearly and definitely and the ways that must be taken in the context of completing a service.
2. Completion Time, service completion time is the period of completion of a public service starting from the completion/fulfillment of technical requirements and/or administrative requirements until the completion of a service process.
3. Service fee, service fee/tariff including the details specified in the process the provision of services in which the amount and method of payment are determined by the authorized official in accordance with the provisions of the legislation.
4. Service Products, the results of services that will be received in accordance with the provisions that have been made set.
5. Facilities and Infrastructure, providing adequate service facilities and infrastructure by public service providers.
6. Competence of Service Providers Competences of service providers must be determined appropriately based on the required knowledge, expertise, skills, attitudes, and behaviors

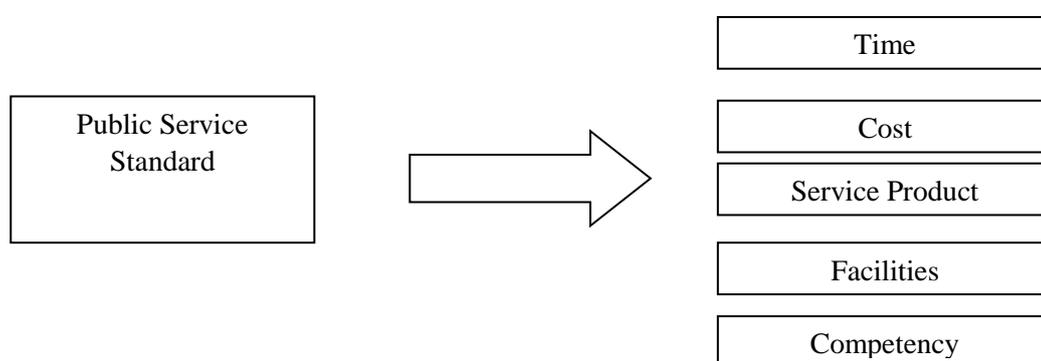


Figure 6. *Public Service Standards*

Effectiveness (Ravianto, 2014) is how well the work is done, the extent to which people produce the output as expected. This means that if a job can be completed in accordance with the plan, both in time, cost, and quality, it can be said to be effective. In the implementation of public services, effectiveness is measured by the achievement of public service standards in accordance with the MENPAN Decree Number 63 of 2003.

During the pandemic period, life that previously appeared in physical format turned into increasingly digitized, work and study were forced to be done at home. An endless cycle, starting at home and ending at home. Post-pandemic, in a new normal life, it is necessary to get a true equivalent of our life together, according to the principle of now one is safe for everyone is for mutual safety, the transformation of bureaucratic behavior in the post-pandemic bureaucratic climate requires several factors for the implementation of public service activities.

III. Research Methods

The method in this research is descriptive qualitative (Sugiyono, 2015) analyzing and describing phenomena or research objects through social activities, attitudes and perceptions of people individually or in groups using a literature study. The research is described on changes in the work climate of bureaucrats and the behavior of bureaucrats towards public services after the pandemic.

IV. Result and Discussion

4.1. Post-pandemic Bureaucratic Governance

The Metamorphosis of Public Services, like it or not, every institution or agency is forced to innovate in providing services to other parties. If previously interactions were more frequent in the form of face-to-face, in the past month the public is more familiar with the use of digital networks through applications that provide digital meeting services. The support of reliable and technologically literate bureaucratic apparatus is needed to realize public services with better e-government (Muhammad Furqan Aulia, 2020).

An encouraging condition is when the pandemic begins to decline, accompanied by an economic stretch that begins to improve and grow. There have been several attempts to present good governance post-pandemic. First, strengthening bureaucratic capacity in mastering digital-based applications. Second, increasing public education, especially regarding the transformation of manual services to online. Third, equitable distribution of digital-based infrastructure development, especially outside Java and the outermost regions of Indonesia. Fourth, presenting visionary and transformative leadership to oversee the transformation towards digitalization of government in the era of rapid information technology disruption. Fifth, maximize literacy education and massive political culture through digital platforms (Soekarwo, 2021).

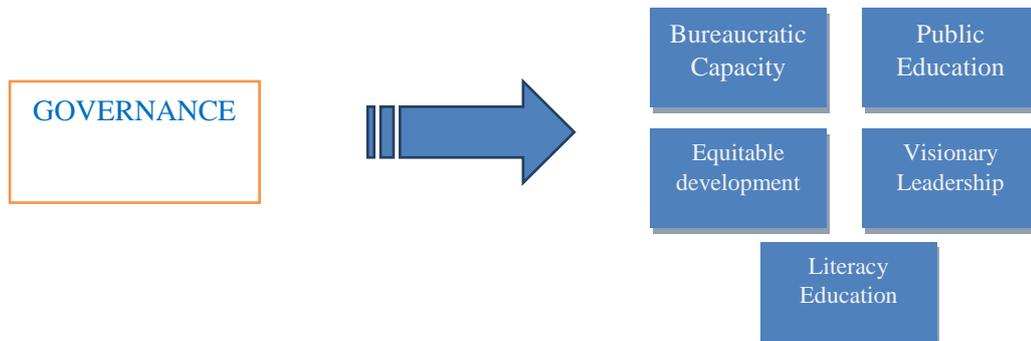


Figure 7. Post-pandemic governance (Soekarwo, 2021)

The steps needed in this regard include, 1) relocating the budget, 2) transitioning the pandemic period of infrastructure preparation including digitalization, 3) strengthening and expanding digitalization (Kemendikbud, 2020). To create superior post-pandemic bureaucrats according to the plan (Menpan, 2020) it is necessary to formulate bureaucratic management in the era of the new normal order that emphasizes more on the digital system, changing the planning system, procuring bureaucrats by building digital government, having information technology literacy, strengthening competencies according to developments organization and changing the employee development system through online, internship, or hands-on learning to the workplace as described below:



Figure 8. Post-pandemic Bureaucratic Planning. Menpan 2020

4.2. Post-pandemic work climate change

The post-pandemic work climate changes include:

- a. *Office life and layouts experience makeovers*, This layout allows employees who work from office to maintain a safe distance
- b. Shift work/work from home is needed to help ease the transition to work from home or shift work.
- c. Shifting benefits where there are additional health benefits, such as doctor consultations or reimbursement of health care costs.
- d. Reduction of bureaucracy and procedures will be shortened as well as accelerated bureaucracy.
- e. Acceleration of Digital Transformation (Talkperempuan.com, 2020)

Simultaneously, several factors must be prepared in the post-pandemic bureaucratic climate, including facilities and infrastructure, competencies, especially mastery of digital transformation, more concise and efficient bureaucratic management, benefits, especially health benefits. Improving the quality of bureaucratic behavior, especially post-pandemic public services by building an accountability-oriented organizational culture, revising planning documents both strategic plans, performance plans, as well as determining performance and reformulating key performance indicators that are not yet result-oriented (Peny Novarina, Mohamad Ichsana Nur, 2020).

4.3. Bureaucratic Management Transformation

Currently the world is faced with what is called VUCA (volatility, uncertainty, complexity, ambiguity). With these conditions, everything must move quickly in response to various changes. Public sector organizations should not be rigid and run like machines. Indonesia's bureaucratic system for the next 5 (five) years will be implemented based on theoretical studies and discourses that lead to 2 (two) major concepts of the ideal model of governance, namely dynamic governance and diversity governance. With its strategic pillars covering several aspects, namely bureaucratic management, institutional and organizational business processes, performance accountability and supervision, public services, and the use of information and communication technology (ICT) within the scope of an electronic-based government system (LAN, 2020).

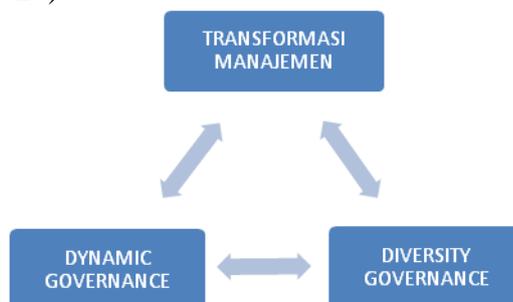


Figure 9. Bureaucratic management transformation after the pandemic

4.4. Post-pandemic Bureaucratic Behavior

The COVID-19 pandemic brings a lot of uncertainty. However, this uncertainty actually sharpens the adaptive ability to give birth to innovation. Digital government (e-government) is a necessity as well as an answer to the New Public Services (NPS) era as a substitute for the previous government paradigm, a bureaucracy that prioritizes formality will only make its apparatus passive and robotic. They will tend to be risk-averse rather than risk-takers, and will not be creative innovators. Bureaucrats are required to present a quick response in terms of policies and public services in the midst of increasingly complex problems in society. Public trust is only born if the bureaucracy is able to bring peace through innovative and responsive policies and fast service.

The concept of Digital Bureaucracy (e-Govt) is a necessity in the government sector. Digital bureaucracy is the transformation of government activities using digital technology to increase effectiveness, efficiency in governance and delivery of public services. Bureaucrats are required to master digital literacy to realize the digitization of government through the use of artificial intelligence (artificial intelligence) which will encourage bureaucrats to be creative and fast learners, agile learners, especially in digital literacy. The post-pandemic bureaucracy must be adaptive to these changes so that bureaucratic reform can truly be realized in its implementation in the field as a public service (Aryanto Husain, 2019).

V. Conclusion

- The transformation of management and bureaucratic climate refers to the ideal model of governance, namely dynamic governance and diversity governance, with its strategic pillars covering several aspects, namely bureaucratic management, institutional and organizational business processes, performance accountability and supervision, public services, and the use of information technology communication (ICT) within the scope of an electronic-based government system and remain on the path of public service standards.
- To create superior post-pandemic bureaucrats according to the plan to formulate bureaucratic management in the era of the new normal order that emphasizes more on the digital system, changing the planning system, procuring bureaucrats by building digital government, having information technology literacy, strengthening competencies according to organizational development and transforming the employee development system through online, internship, or hands-on learning into the workplace. The post-pandemic bureaucracy must be adaptive to these changes so that bureaucratic reform can truly be realized in its implementation in the field as a public service.

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