



## **Digital Bureaucracy in the COVID-19 Era at the Ambon City Population and Civil Registry Office 2019**



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### **Abstract**

The COVID-19 pandemic that has hit the world has forced State Civil Apparatus (SCA) to complete work from home (WFH). This study follows up on the circular letter of the Ministry of State Empowerment and Bureaucratic Reform (Kemenpan-RB) Number 19 of 2020. The results showed that the availability of information technology support capacity in online services at the Ambon City Population and Civil Registry Service is quite good in providing information technology support resources. The findings of this study are that not all types of documents can be registered online through the Ambon City Population and Civil Registry website. Types of services that can be performed online include. The results of research on the carrying capacity of Ambon City HR in understanding applications at the Ambon City Population and Civil Registry Office have not been able to use online services because they are elderly and have special needs.

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## 1 Introduction

The emergence of this pandemic forced everyone to lock themselves in their respective homes. With this virus, the community work patterns system has also changed in the social, cultural, and educational fields, including the population sector. This forced the government to prepare a strategy to stop or break the ropes of the spread of COVID-19 in Indonesia. In response to these actions, the government finally sought ways to avoid direct contact in the community. This affects all types of activities, one of which is the bureaucratic process. One of the efforts to prevent COVID-19 implemented by the government is to run a Digital Bureaucracy. Previously, the bureaucratic process was carried out offline, resulting in direct contact in the community. However, the government is currently implementing a digital bureaucracy. Everything related to all kinds of bureaucratic activities is carried out online starting from serving the community, holding online meetings, filling out online attendance lists, and all things related to online bureaucracy (Amankwah-Amoah et al., 2021; Epstein, 2010).

According to Law Number 5 of 2014 concerning State Civil Apparatus (ASN) is a profession for Civil Servants and government employees with work agreements who work for government agencies. State Civil Apparatus Employees, from now on referred to as ASN Employees, consist of Civil Servants (PNS) and Government Employees with Work Agreements (PPPK) who are appointed by staffing officers and assigned tasks in a government position or assigned other state duties and are paid according to the laws and regulations invitation. With the implementation of the digital bureaucratic system, the performance of ASN slowly changes. ASN is required to do their work from home, known as Work From Home (WFH). This is following the circular issued by the Ministry of State Empowerment and Bureaucratic Reform Number 19 of 2020 concerning Adjustment of the Work System of State Civil Apparatus in Efforts to Prevent the Spread of COVID-19 in Government Agencies.

Based on the circular instructions, several things must be underlined, namely, related to the facilities and infrastructure provided by the government to support the digital bureaucratic process. The government must provide various things, such as the procurement of laptops, allocation of ASN quota funds, and other things needed. Therefore, the Department of Population and Civil Registration, as one of the government agencies that have duties and responsibilities in the field of the population, is also possible to provide services directly (face to face) for all community needs related to services that are the responsibility of this service in this era of globalization (Darlenski & Tsankov, 2020; Zhai & Du, 2020). The COVID-19 pandemic is obliged to continue to carry out public service duties by always upholding government regulations related to the circular issued by the Ministry of State Empowerment and Bureaucratic Reform Number 19 of 2020 concerning the adjustment of the Work System of the State Civil Apparatus to prevent the spread of COVID-19 in the environment government agencies. In addition to ASN, people who want to be served must also understand how to use online media to support digital bureaucratic processes, in this case, the service process. So it is the government's responsibility to improve Human Resources (HR).

Its relevance to the implementation of the duties and responsibilities of this service in the form of digitalization services according to the needs of the community based on the results of observations found several phenomena, including:

- 1) The number of digitalization support facilities and infrastructure available at this service is still minimal. Many of the available digital equipment are old models, so they are slow in accessing data and information according to the needs of the people who need them.
- 2) The available Human Resources (HR) is still low enough to access digital media, which is used as the primary media in the online service process carried out by the Ambon City Population and Civil Registration Service.
- 3) Due to the enormous workload in this department, which should be completed with technological advances and digitalization, the Department of Population and Civil Registration needs to improve the capacity and capability of the available human resources to support the completion of tasks effectively and efficiently (Field Analysis Results).

## 2 Materials and Methods

The type of research used in this study is qualitative research. Moleong (2007), qualitative research is research that is intended to understand the phenomenon of what is experienced by research subjects, for example, behavior, perception, motivation, action, and others, holistically and with a way of description in the form of words and language, in a particular natural context by utilizing various scientific methods (Burawoy, 2009; Thorne, 2013; Johnson, 2002;

[Boddy, 2016](#); [Lancaster, 2007](#)). The research method dramatically affects the achievement or failure of the objectives proposed in a paper. This study uses a qualitative descriptive approach. Through qualitative descriptive research, researchers try to describe events and events that are the center of attention without giving special treatment to these events by doing some initial steps, namely the existence of a problem, then determining the type of information needed, determining the procedure for collecting data through observation or observation, processing data or data information and then concluding ([Peeters & Widlak, 2018](#); [Robey et al., 2000](#)).

This study took place at the Ambon City Population and Civil Registration Office. Informants provide information to researchers because that person is considered to know the problems studied by researchers. The words and actions of the people observed are the primary sources of data in conducting research. This research will be conducted by collecting data from informants. The technique for determining informants in this study is informants who are observed and interviewed on a rolling basis, namely:

Table 1  
Data information

No	Name	Status	Informant Code	Description
1	Hanny Tamtelahitu	Key Informants	I-1	Head of PIAK and Data Utilization field
2	Mauren Kailolo	Main Informants	I-2	Population Administration Information System Section Staff
3	Leonora E. Leatemia	Main Informants	I-3	Data Management and Utilization Section Staff
4	Lydia T. Apollo	Additional Informants	I-4	Cooperation and Innovation Section Staff
5	Yeni Hasanudin	Additional Informants	I-5	Public
6	Umar Boften	Additional Informants	I-6	Public

### 3 Results and Discussions

#### *Availability of information technology support*

The implementation of information technology in public services in government administrators has materialized, such as the existence of e-government as a tool to facilitate the affairs of government administrators and regarding online services. In this regard, the Ambon City Department of Population and Civil Registration has been implemented to prevent the spread of the Coronavirus (COVID-19) pandemic. So that organizational policy partnerships are a factor in the successful implementation of government programs ([Tuanaya & Wance, 2021](#); [Putra et al., 2020](#)). Conceptually, e-government can be understood as the use of technology-based on WEB (network), internet communication, and in some instances, an interconnection application to facilitate communication and expand access to and or from the delivery of services and information ([Hasibuan & Hasibuan, 2016](#)). In this way, the Ambon City Civil Service Disduk provides information technology support resources. In this regard, the following is an interview with the researcher with the Head of the Division of Piak and Data Utilization of the Ambon City Population and Civil Registration Office:

At the Office of Population and Civil Registration, Ambon city has supporting resources in the form of network devices, hardware (hardware) and (software). In the online service process, internet connection is essential. That is why network devices play an important role in this process. If the network is bad, then the Ambon Department of population and civil registration has been hampered by the online service process. Another important part is related to the provision of hardware (hardware) and software (software). The procurement of information technology support resources is to facilitate the service process for the better and assist the implementation of tasks at the Ambon City Population and Civil Registration Office. The implementation itself can be seen from the good service of the community, and the implementation of tasks at the Ambon Department of population and civil registration can be completed on time (Interview Results, July 12).

Based on the results of the interviews submitted regarding the indicators of the availability of information technology support capacity in online services at the Ambon City Population and Civil Registration Office, it can be emphasized that both provide information technology support resources. This is because the Ambon City Population and Civil Registration Service provides various information technology support resources. This provision is intended to facilitate

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the service process in the era of the COVID-19 pandemic, given that currently, COVID-19 has not subsided. Not only that but also to help facilitate the tasks of the Ambon City Population and Civil Registration Office. Besides the problems that often arise, some improvements have been made by the Ambon City Population and Civil Registration Office. Not only improvements but also developments to the latest models are also carried out. A similar answer was also given by the Head of PIAK and Data Utilization of the Ambon City Population and Civil Registration Service:

In line with the services provided do not necessarily run smoothly, our staff often encounters several obstacles that are difficult to resolve. Whether it is a problem related to hardware or software, it is just that we can solve it well. We update our hardware models to the latest ones, for example, by procuring the latest PC units, several new printer units, and some other things that are needed. When it comes to software, we often develop the latest models as well. This is done considering that technological advances are increasingly proliferating. In addition, it is also carried out to improve the system to facilitate the online service process (Interview Results, July 12).

Based on the results of the interviews submitted, it can be conveyed now that the Ambon City Population and Civil Registration Office often carry out developments to the latest models, both in the form of hardware (hardware) which consists of PCs, ID card readers, ID card printers, Child Identity Card printer (KIA printer). If it is damaged, it will be repaired and damaged; it will be replaced with a new one. Even if the models are old and unsuitable for use, they will be replaced with newer models. In addition, software developments are also carried out to the latest models to expedite the service process.

#### *Utilization of websites to support information dissemination*

According to Nugraha (2018), openness is a stimulus for public institutions to innovate and produce policies that can increase economic and social value in society. This aligns with Widjanarko (2017), who sees that e-government can help the public policy-making process move the economy in the future. Hilgers & Ihl (2010), explained that collaboration and innovation are realized between citizens and public administrators through information disclosure. It becomes a new mechanism that offers more integrated and participatory public service values, especially in public policy-making. Darbshire (2010), emphasized that there are at least six advantages of openness and transparency of public information, namely increasing public participation in the public policy process; increased accountability, and the presence of services carried out online provides quite a several benefits for the community in reducing corrupt behavior; growing public trust in the government; build a culture of law enforcement; improve the quality of government performance and make it easier for the community to get services. However, Scassa (2014), emphasizes the need for accuracy and prudence in government agencies in presenting information by first classifying public and private information.

The era of globalization and digitalization has made technology and information systems a strategic tool in facilitating public access. Gibson & Brown (2009), revealed a change in the way to access information in the digital era, where there was an increase in interest and desire to find information independently through cyberspace. Kent et al. (2003), revealed that a website for corporations is not only limited to providing information but can also be a public relations medium for the institution concerned. This is in line with Park & Reber (2008), which revealed that organizations have the opportunity to build better relationships with their publics through websites. Gustavsen & Tilley (2003), see the potential for corporate websites in identifying the effectiveness of interactions between organizations and their publics. Also, as expressed by Hong et al. (2013), confirmed that the Availability of information on government websites will increase perceptions and positive relationships between the community and executive institutions.

Currently, the COVID-19 outbreak has not abated. The utilization of the website is very much needed, considering the pandemic conditions are increasing day by day. In this regard, the following is an interview with the researcher with the Staff of the Data Management and Presentation Section (I-3):

The Ambon City Population and Civil Registration Office have a website. This website can be accessed via the <https://ambon.dukcapil.online/> page. This website is an application for population administration and civil registration services for the City of Ambon. This website already existed and was used before the COVID-19 pandemic around 2018 and is still being used and developed today. With the presence of this website, it provides innovations during the COVID-19 pandemic. We no longer feel burdened because we are prepared. The purpose of holding this website is to facilitate service to the community quickly, accurately, and with quality. In addition, this website also helps prevent the spread of the COVID-19 pandemic (Interview Results, July 12).

Based on the results of interviews submitted related to indicators of website utilization in disseminating information at the Ambon City Population and Civil Registration Office, it can be confirmed that it has prepared a website that can be accessed through the <https://ambon.dukcapil.online/> page. This website is an application for population administration and civil registration services for the City of Ambon. The website also existed and was used before the COVID-19 pandemic, precisely in 2018. With the presence of this website, it makes it easier to provide services to the community quickly, precisely, and with quality. Not only that, but the presence of the website also helps the government in preventing the transmission of the spread of the COVID-19 pandemic chain. It is said that because people no longer come directly to the Ambon City Population and Civil Registration Office to form a crowd in terms of online services (March & Smith, 1995; Cardon & Stevens, 2004).

The types of services that are carried out online and can be directly printed by the community are in the form of Birth Certificates, Family Cards, and Transfer Letters/SKPWNI. For this type of service, you can print it yourself using HVS 80gr A4 size paper. Meanwhile, the-KTP service cannot be printed by the community themselves but using a machine called the Mandiri Dukcapil Pavilion (ADM). Anjungan Dukcapil Mandiri (ADM) is a population document printing machine provided by the Ambon City Population and Civil Registration Office. The applicant can go directly to the office to take the printed documents made by the Ambon City Population and Civil Registration Office employees. For other services, such as data synchronization, it can be done online. There is no need to print documents because this type of service synchronizes data that is not appropriate or not yet connected in the form of BPJS, Bank data, and other online data. Regarding this, the following is an interview of the researcher with one of the people who have done online services:

During this COVID-19 pandemic, we, the community, are very limited in the service process at the Ambon City Population and Civil Registration Office. Incidentally, I know an online service provided by the Ambon City Civil Service Disduk, making it easier for me to carry out the service process. As for the type of service that I get is the registration of a Family card, which can be registered by yourself according to existing procedures and then can be printed yourself. This is because the Ambon City Population and Civil Registration Office have an innovation in which the Family Card Service and several others can be provided via the website. After all, it uses barcodes and no longer uses manual signatures. We can also print KK because it is only printed using HVS paper. This is very easy for us as a community. I think this is a pretty good innovation find" (Interview, July 14).

Based on the interview results, it can be seen that the Population and Civil Registration Office has carried out online services through the Ambon City Dukcapil website. It is just that the Ambon City Population and Civil Registration Office has not thoroughly carried out online services for all types of documents. The documents that can only be registered online through the website are Family Cards and Birth Certificates (Narasimhan et al., 2004; Luciani et al., 2020).

#### *Supporting human resources (HR) in updating data and information*

Human Resources is one of the essential resources in an organization. Without Human Resources, the organization will not be able to run well. In addition, human resources are one of the keys for an organization to compete sustainably. According to Dessler et al. (2015), human resource management is a process to acquire, train and compensate employees and take care of labor relations, health and safety, and matters relating to justice. Human resources are the utilization, development, assessment, provision of remuneration, and management of individual organization members or workers. A new paradigm of public administration emerged by formulating a series of ideals and practices related to the use of specific values and norms in implementing accountability public services (Herizal et al., 2020). According to Mardiasmo (2021), bureaucracy is considered a cause of inefficiency and an obstacle to development, not as a development facilitator. Finally, bureaucracy is ridiculed here and there. In this regard, the following is an interview with the researcher with the Head of the Pink Division and Data Utilization of the Ambon City Population and Civil Registration Office:

In the realization of online services at the Ambon City Population and Civil Registration Office, the role of Human Resources (HR) is very important. Human Resources consists of the Office of Population and Civil Registration Office of Ambon City and the Community. Regarding online services, we Disduk Capil Ambon routinely provide training for our employees through the Technology Guidance program (BIMTEK). In this program, employees will be trained, and their skills will be developed to create innovations related to online services. These innovations will then be developed to be realized in online services at the Ambon City Dukcapil Office (Interview Results, July 12).

From the interview, it can be said that in the realization of online services, there are two human resources: employees of the Ambon City Population and Civil Registration Office and the community. In this case, it was found that to improve and develop employees' skills, the Ambon City Population and Civil Registration Office routinely provides training to its employees through the Technology Guidance program (BIMTEK). Unfortunately, the people of Ambon city do not fully understand how to use the services provided. This is a challenge for the Ambon City Population and Civil Registration Office. Related to this, the following is an interview of researchers with the Data Processing and Presentation Section of the Ambon City Population and Civil Registration Service:

As employees of the Ambon City Population and Civil Registration Office, we have special duties and functions related to information technology. This, of course, requires readiness and skill. To improve it, we regularly participate in BIMTEK training held by the office. As for the community itself, we assess that they are not yet fully able to use this online service. There are about 25% of our community, which consists of older people (elderly), and the rest consists of people with special needs. Responding to this problem, we understand the community if there is a misunderstanding and lack of understanding of the community in using the service. The method is in the form of providing socialization either directly or through social media (Interview Results, July 12).

From the interview, it can be seen that as many as 25% of the people of Ambon city have not been able to use online services due to the elderly and special needs. The Ambon City Population and Civil Registration Office provides socialization to the public either directly or through social media to address this problem.

#### *Service speed and accuracy as needed*

Public service is the right of citizens as a constitutional mandate. Thus the government should organize it. The main factor that affects service is the speed and accuracy of service as needed. Government officials must be agile, fast, and strong (full of enthusiasm and convincing). The role of employees who serve the community is a significant factor because only with humans can customers communicate directly, openly, and politely. In the implementation of public services, the government is obliged to listen and fulfill the demands of being responsive to the community's needs. In public services, personality factors are mainly emphasized on the behavior of the apparatus which determines the quality of service. In public services, government officials as professional personnel must move quickly and be disciplined in serving the community. In this regard, the following is an interview of researchers with the staff of the Data Processing and Presentation Section of the Ambon City Population and Civil Registration Service:

For services to the people of the city of Ambon, in this case, because the service is based online or by using the web, we try our best to provide fast and responsive services. It is just that the service process does not always run smoothly as expected. There are only obstacles that we often experience, namely network disturbances and failure to load website pages (Interview Results, July 14).

From the interview, it can be seen that the Population Service Office tries as much as possible to be fast and responsive when in the online service process. It is just that employees are often faced with two main problems, the first is related to network disturbances, and the second is related to failing to load website pages. For this reason, if these obstacles are found by the community, they can be directly reported on our web page with the help menu option, suggestion box, and even directly contact the Ambon City Population and Civil Registration Office on Whatsapp contact via number 082211242271. Regarding this, the following interview researcher with one of the people of Ambon City:

Regarding the service process at the Ambon City Population and Civil Registration Office, I, as a community, have done online service processes. The type of service provided is the registration of a birth certificate. During the data submission process on the website page, it turned out that the data I entered was unreadable. At that time, I took the initiative to report it directly to the Ambon Dukcapil office, hoping that it would be followed up immediately. I then sent a text message to the Whatsapp contact that had been provided. Not long after, the Ambon City Population and Civil Registration Office employees immediately followed up on this matter. In the end, my data can be read on the system so that I can immediately continue the process of making a Birth Certificate" (Interview Results, July 14).

From these interviews, it can be seen that a common problem that is often experienced by the community is related to the unreadability of data during the registration process. This is due to network disturbances. People who know about this immediately take the initiative to report it. This was then followed up directly by employees of the Ambon City Population and Civil Registration Office. This proves that the Office of Population and Civil Registration employees have responded well to complaints submitted by the public. However, it is unfortunate that this is not in line with what was obtained by other sources (Sudarmo, 2020; Manzaba & Rodríguez, 2021).

## 4 Conclusion

Based on the results of data analysis and discussion, it can be concluded that online services at the Ambon City Population and Civil Registration Office in terms of providing information technology support resources, utilization of websites in disseminating information, supporting human resources in updating data and information as well as speed and accuracy service as needed has been going quite well. This is said because after the four research indicators were operationalized in five questions each and were responded to by the entire informant with the distribution of answers given being less varied and tending to have similarities, after being recapitulated, sorted, and reduced, the conclusions can be explained as follows:

- 1) Indicators of Availability of information technology support resources at the Ambon City Population and Civil Registration Office, it can be concluded that Based on the results of interviews submitted regarding the indicators of Availability of information technology support capacity in online services at the Ambon City Population and Civil Registration Office, it can be confirmed that it is pretty good in providing information technology support resources. The reason is that the Ambon City Population and Civil Registration Service provides various information technology support resources in supporting devices such as PCs, ID cards readers, printer ID cards, printer children's Identity Cards (KIA printers). Apart from that, this online service does not necessarily run smoothly. Several obstacles are often encountered by employees of the Ambon City Population and Civil Registration Office, namely network devices that experience interference, supporting devices such as PCs, ID cards readers, ID cards printers, Child Identity Card printers (KIA printers) often experience interference and even damage. Even software such as the website of the population and civil registration office also often experiences problems. The disturbance can be in the form of an error website page (server down) or unable to process. These findings hamper the service process.
- 2) The indicator of the use of the website in disseminating information, in this case, can be concluded that the Ambon City Population and Civil Registration Office has prepared a website that can be accessed through the <https://ambon.dukcapil.online/> page. This website is an application for population administration and civil registration services for the City of Ambon. The website also existed and was used before the covid-19 pandemic, precisely in 2018. With the presence of this website, it makes it easier to provide services to the community quickly, precisely, and with quality. Not only that, but the presence of the website also helps the government in preventing the transmission of the spread of the Covid-19 pandemic chain. The public can access the website using only an Android cellphone, PC, or laptop. In this study, it was found that not all types of documents can be registered online through the website of the Ambon City Population and Civil Registration Office. The types of services that can be done online include the following: Birth certificate, Family card, ID cards, Data Synchronization (BPJS/Bank/Online Data), Transfer Letter Coming.
- 3) Indicators of the carrying capacity of human resources in accessing data and information, it can be concluded that in the realization of online services, there are two human resources: employees of the Ambon City Population and Civil Registration Office and the community. In this case, it was found that to improve and develop employees' skills, the Ambon City Population and Civil Registration Office routinely provides training to its employees through the Technology Guidance program (BIMTEK). Unfortunately, the people of Ambon city do not fully understand how to use the services provided. This is a challenge for the Ambon City Population and Civil Registration Office. As many as 25% of Ambon city people have not used online services due to the elderly and with special needs. The Ambon City Population and Civil Registration Office provides socialization to the public either directly or through social media to address this problem.
- 4) Indicators of Speed and Accuracy of services as needed, it can be concluded that the Population Service Office tries as much as possible to be fast and responsive when in the online service process. It was found that employees are often constrained in several ways, the first is related to network disturbances, and the second is related to failing to load website pages. The response of employees to community reports has not been maximized.

*Conflict of interest statement*

The author declared that he have no competing interests.

*Statement of authorship*

The author have a responsibility for the conception and design of the study. The author have approved the final article.

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