

# Street Level Bureaucracy for Online Learning During Covid-19

Sundari<sup>1,\*</sup> Nuraini<sup>1,\*</sup>, Kasman<sup>2</sup> Haiyanti Hamid<sup>3</sup>

<sup>1,3</sup> Public Administration, Muhammadiyah Sidenreng Rappang University, Indonesia

<sup>2</sup> Indonesian Language Education, Muhammadiyah Sidenreng Rappang University, Indonesia

\*Corresponding author. Email: [sundari.kawaru@gmail.com](mailto:sundari.kawaru@gmail.com)

## ABSTRACT

The problem in this research is the existence of obstacles such as inadequate facilities and infrastructure and the absence of an internet network for students who live in the village. Low economic conditions and the use of learning platforms that hinder the learning process resulted in the lack of student understanding toward the presented material. This shows that the online learning system is not effective or not optimal compared to face-to-face or off-line learning both in cities and villages. The purpose of this study was to see the effectiveness of online learning in terms of Stigma, Service, Duty and the Front Line, by looking at Online Learning during Covid-19 in South Sulawesi. This study used a qualitative method. The research data used recorded traces, interviews and conversations through the media related to the discussions of Online Learning during Covid-19. The data calculation technique was to see the highest number of learning platforms in South Sulawesi. The result of this research is the ineffectiveness of the online learning process during the Covid-19 pandemic caused by all the activities of the learning process that have been disrupted. In fact, online learning still cannot be carried out properly because the inadequate networks, facilities, and infrastructure are also the reasons. Not all students have complete facilities and infrastructure both from fees and electronic devices so that it can hinder the teaching-learning process. The online learning process also uses the Whatsapp application platform which makes students unable to receive the material properly so it can be said that the teacher is not able to educate and train their students well.

**Keywords:** *Stigma, Service, Duty, Front Line, Learning Effectiveness.*

## 1. INTRODUCTION

Lipsky assumes the police, the teacher, the office of legal services, lower court clerk, employees of the Department of Welfare as the street Level bureaucrat (level bureaucrats 'street') which serve as the executor having characteristics that are generally the same.[1] Street-level bureaucrats play an important role in the learning process where teachers can develop innovative learning for distance learning (PJJ).

The Ministry of Education and Culture (Kemendikbud) issued Circular Letter No. 15/2020 concerning guidelines for the implementation of the learning from home during the Covid-19 pandemic at point C chapter 2, which reads implementing learning from home by the teacher. Along with the presence of this regulation, it has been suggested that the teacher should provide facilities for the implementation of Distance Learning (PJJ) both offline and online.[2]. Facilities used

in the process of distance learning are platform, network, and infrastructure, for the smooth running of the Learning Process.

Distance learning or PJJ is a process of learning with no occurrence of direct physical contact between learners and teachers. The communication goes on by the two-way communication which is bridged with social media or commonly called a television, computer, video, internet, and other linkages. According to Munir (2012:16) [3] this type of learning process needs online communication using the Learning Platform through the medium of mobile phones, computers, laptops, as well as an adequate network.

In this case, the PJJ (Distance Learning) experienced a lot of obstacles. One of which is the lack of understanding and knowledge related to technology by the students and teachers. Besides Hendrar Prihadi, there are some educator observers who also said that there are a lot of

teachers or educators who have constraints and complain about the constraints of the availability of the technologies that are very minimal or limited, especially the internet network in some areas (Susanto, 2020) [4]. With the current condition, many parties feel harmed even confused in the learning process method. Both lecturers and teachers need to change their system in the teaching-learning process. In the end, the learning process is not effective during the pandemic because some schools do not provide a platform that is used in online learning.

In fact, many widely spread learning platforms are used. However, some of them are advised to use by the ministry to support the success of online learning. The platforms are IndonesiaX, Ruang Guru, Meja Kita, Rumah Belajar, Icando, Kelas Pintar, Microsoft Office 365, Google For Education, Sekolahmu, Zenius, Cisco Webex, and Quipper School[5]. Outside the listed platforms, other platforms which are commonly used are E-learning, Zoom, and Google Classroom but the most widely used platform is Whatsapp. The platform enables student groups creation and receives learning material via Whatsapp. The Name of the Applications with the Learning Platform Links are listed below.

**Table 1.** The Object of Research

No	Nama Aplikasi	Link
1	Rumah Belajar	<a href="https://belajar.kemdikbud.go.id">https://belajar.kemdikbud.go.id</a>
2	Meja Kita	<a href="https://mejakita.com">https://mejakita.com</a>
3	Icando	<a href="http://bit.ly/appicando">bit.ly/appicando</a>
4	Google For Education	<a href="https://blog.google/outreach-initiatives/education/offline-access-covid19">https://blog.google/outreach-initiatives/education/offline-access-covid19</a>
5	Kelas Pintar	<a href="https://www.kelaspintar.id">https://www.kelaspintar.id</a>
6	Microsoft Office 365	<a href="https://www.microsoft.com/id-id/education/products/office">https://www.microsoft.com/id-id/education/products/office</a>
7	Quipper School	<a href="https://www.quipper.com/id/school/teachers">https://www.quipper.com/id/school/teachers</a>
8	Ruang Guru	<a href="https://Sekolahonline.ruangguru.com">https://Sekolahonline.ruangguru.com</a>
9	Sekolahmu	<a href="https://www.sekolah.mu/belajar-tanpa-batas">https://www.sekolah.mu/belajar-tanpa-batas</a>
10	Zenius	<a href="https://www.Zenius.net/belajar-mandiri">https://www.Zenius.net/belajar-mandiri</a>
11	Cisco Webex	<a href="https://cart.webex.com/sign-up">https://cart.webex.com/sign-up</a>
12	e-learning	<a href="https://lern.umsrappang.ac.id">https://lern.umsrappang.ac.id</a>
13	Zoom	<a href="https://zoom.us/">https://zoom.us/</a>
14	Google Classroom	<a href="https://classroom.google.com/">https://classroom.google.com/</a>
15	Whatsapp	<a href="https://web.whatsapp.com/">https://web.whatsapp.com/</a>

Source: Ministry of Education (2020)

This research has also been studied by [5] by looking at the success of Study From Home using the learning platform. However, this study focuses on Street-Level Bureaucrat where the important players on the front lines are teachers or lecturers by viewing the effective and

innovative learning system. The provided learning system is customized to the environmental conditions supported by facilities and infrastructure and student internet networks. The process of distance learning has been provided by the Government or the ministry for free in South Sulawesi.

**2. METHODOLOGY**

This study used qualitative methods by relying on the data in the form of text and images with unique steps in the data analysis sourced from various research strategies. Qualitative research also provides an explanation and bigger opportunity of expression in the form of interpretation based on the certainty of intuition in a logical manner. Qualitative research can also play a role as a Participant Observer with activities such as recording and observing without the absence of guidelines from questionnaires or other instruments [6] where the data used are primary data obtained directly from field studies or empirical research through Ncapture interviews about the region of South Sulawesi news. The Secondary Data complement the information obtained from the primary data such as documentation, audio, video, internet, and other sources following the needs (Ahmad, 2015). The data used are all sources of information through the media related to the discussion of Online Learning During the Pandemic Covid-19 by looking at the source data usage of trending and demanded Learning Platform. As for the results of weighing the scores given test assessment as follows:

**Table 2.** Rating Span

Score %	Rating
0-25	Not Effective
26-50	Less Effective
51-75	Quite Effective
76-100	Effective

Based on the explanation above, the focus of this research is the Street Level Bureaucracy to Online Learning During Covid-19.

**Table 3.** The Analysis of the Category of the Measurement

No	Measurement Indicators	Measurement Indicators
1	Stigma	1. The Stigma of yourself 2. The Stigma of Parents, Students
2	Service	1. The Effectiveness of the Use Of The Platform 2. Innovative learning 3. Facilitator and Motivator
3	Duty (Obligation)	1. Completeness of Facilities and Infrastructure 2. Internet Network

		3. The obligation of teaching, community service
4	Front Line	1. Teacher

Source: [7]

### 3. BASIC THEORY

#### 3.1. Street Level Bureaucracy

Street Level Bureaucracy is an apparatus that is directly in contact with the public service or in another sense the apparatus bureaucracy, the teacher, performs direct access or jumps into the public which in this term are the students or parents of students to perform the activity of the public service which is directly in contact with the community. According to (Michael Lipsky) [7], it is stated that the invention of Michel Lipsky with the benefit to find out the problems faced against the Public Service and street-level bureaucrats which in this case the teacher does not only provide services but should enrich with applying the results of the policy have been made by the government and also maximize the existing resources [8]. There are 4 indicators that can be a benchmark of Street-Level Bureaucracy, namely

1. The Stigma, is the negative view toward a person or group of people in this case whether it is from oneself, students and parents. [9]
2. Service is an intangible product, lasting a minute and perceived or experienced, meaning that the service provided is not manifested. In this case, the carried-out service is a learning system service using the Platform that had been previously set by the government or the ministry effectively so that the learning can be done well. Then this learning is equipped with innovations owned by the teacher so that the students are satisfied with the system used.[10]
3. Duty (Obligation) Obligation definition according to Prof. Dr. Notonegoro is the burden to give something that should be left alone or given solely by a particular party, not by any other party, that in principle can be prosecuted by force by which interested parties so that the obligation is something that should be done[11]. The obligations are performed as of the understanding [4]
4. The Front Line is the vanguard in serving or in direct contact with the community and serves as an indicator of the assessment, in this case, the teacher.

#### 3.2. Online Learning During Covid-19

Work from home (WFH) is a form of appeal from the

government to stop the spread of the pandemic Covid-19. WFH is applied in almost all institutions, including educational institutions. For educational institutions, WFH this means the process of teaching and learning activities that are usually done in a classroom directly now temporarily suspended and replaced with the teaching and learning process using the online system.[12] The learning process is implemented online in accordance with the circular letter of the Ministry of Education and Culture Number 36962/MPK.A/HK/2020 concerning online learning and work from home in order to prevent the spread of CoronaVirus Disease (Covid-19).

### 4. RESULT AND DISCUSSION

#### 4.1. The Result of the Research

This research was conducted in South Sulawesi, which focuses on Street-Level bureaucracy toward online learning during the Pandemic Covid 19 where population data was 8,342,200 with a 95.63% percentage.



Figure 1 Platform of Learning System

The image above shows the results of the survey of the use of the platform of the learning system. The most trending and the most used platform is (1) Whatsapp with 28,14%, ranking (2) is the Rumah Belajar application with 20,78% (3) Google Education with 19,41, (4) Microsoft Office 365 6,42%, (5) Ruang Guru with 5,12%, Edmodo with 4,76%, (6) Belajar Online 3,32%, (7) Kelas Pintar 2,09 (8) Moodle 1,88%, (9) Quipper School 1,44%, (10) Quizizz 1,01% as for the other platforms that are also commonly used for e-learning that is developed by the school itself are, that quiz, Zoom Cloud Meeting, Kahoot, Zenius, Candy CBT, Cisco Webex Meeting, Class dojo, kejar.id, quick edu, padlet, start meeting, talk fusion as much as 2,81% and those who have not used the online learning system as much as 2.81%.

#### 4.2. Discussion

From the data above, it can be concluded that the trending and most used distance learning platform or

media is WhatsApp, but this learning system resulted in (1) the inability of teachers to teach innovatively by using platforms that have been provided by the government or Ministry of Education and Culture (2) policies issued by the government cannot be directly used by the community without further knowledge.

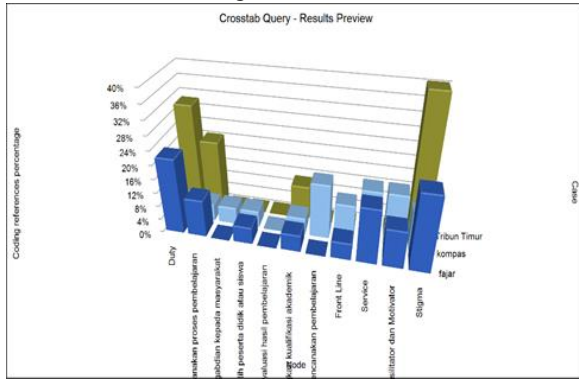


Figure 2 Clustering Analysis

Stigma fajar 22.22%, kompas 11.11%, and the Tribun Timur 40% of stigma is how a thought having good judgment from oneself, students and parents of students. In the Tribun Timur a lot of people said that based on the evaluation of the implementation of distance learning in the academic year 2019/2020, many problems occurred. Starting from a content-intensive curriculum, uneven internet network, high internet fees, unsupported facilities so that teachers feel confused to implement an effective Learning System. Since distance learning, there are students who fail a grade because they cannot take the online exam.

Service is a service where effective and innovative learning platforms have been implemented which makes good service with complete facilities and innovative teaching materials able to motivate students. The level of the service is at 15%, and the level of facilitating and motivating is at 16.67%, and 11.11%. It can be seen that the level of the use of learning platforms is not effective because it is less than 25%. As seen from [3], all forms of Learning activities at the pandemic are using the more innovative learning media so that the students can understand.

In accordance with the pandemic conditions, the teacher is required to complement or facilitate the infrastructure, the internet network as well as has the obligation to perform service, and teaching as for the main duties and obligations of teachers in carrying out nano graphic learning from Fajar 22.22%, in carrying out the Learning Process 11.11%, Conduct Research and community service 0%, Guide and Train the learners or students is 5.56%, rate and evaluate the results of learning is 0%, Improve and Develop the Academic Qualifications, 5.56%, learning plan 0%. In this case, the dominant factor

in Fajar nano graphics which authors found out is that the implementation of the learning process is 11.11% where the obligation of teachers in implementing the learning process is often mentioned. This means that the duties and obligations of the Teacher in carrying out the process of learning the news are already virtually implemented, from the Kompas 5.56% in carrying out the learning process, research and community service 5.56%, guide and train 5.56%, assess and evaluate learning outcomes 0%, improve and develop the academic qualifications 5.56, as well as the planning of learning of 16.67% and Tribun Timur 30% where the implementation of the learning process is 20%, conduct research and community service 0%, guide and train the learners or students 0%, assess and evaluate learning outcomes 0%, improve and develop the academic qualifications 10%, learning plan 0%. From each Nanography, I found the Indicators from Duty Tribun Timur is higher by 30% where the street of the bureaucracy that interacts directly with the students has a value below the average so this is not completely carried out.

Front Line from Fajar 5.56%, Kompas 11.11%, and Tribun Timur 0% from the highest level of discussion through Kompas, namely the teacher as the front line who is in direct contact with the students where the teacher/lecturer plays an important role in overcoming the problems of students where the front line here is the lowest level Among others, the role of the teacher here has not been effective in carrying out their duties.

## 5. CONCLUSION

Street Level Bureaucracy in south Sulawesi has not been fully effective in carrying out their duties viewed from the indicator (1) Stigma of parents which questioning the process of Distance learning (distance learning) because they do not understand how to educate children using a system of online learning, (2) Service sees the data from the use of the trending platform the most trend i.e. Whatsapp, then the ineffective remote learning because whatsapp is not a category of learning media that are advised by the government to send the learning material without further detailed explanation (3) Duty constraints of the network, facilities and infrastructure are not adequate because the school has not been able to set up all the utilities which there are (4) Front Line that teachers occupy the lowest level in the indicator from street level bureaucracy where the third indicator is not said to be effective, then it is not effective is precisely the role of the teacher in teaching and learning online during Covid-19 because the determinants of Street-level bureaucracy itself is the teacher as a frontliner that is ready to serve and have an obligation to their students.

**REFERENCES**

- [1] E. Kholifah, "Pemikiran Kritis tentang Bureaucrat Street Level Theory oleh Michael Lipsky," *Relasi J. Ekon.*, vol. Vol. 18., pp. 120–148, 2013.
- [2] C. S. Wulandari dkk, "Efektivitas Kegiatan Bimbingan Belajar dalam Membantu Siswa Memahami Materi Pembelajaran Daring dari Sekolah," 2020, [Online]. Available: [https://kkn.unnes.ac.id/lapknunnes/32004\\_3315162022\\_6\\_Desa\\_20200917\\_224312.pdf](https://kkn.unnes.ac.id/lapknunnes/32004_3315162022_6_Desa_20200917_224312.pdf).
- [3] Z. Abidin, A. Hudaya, and D. Anjani, "Efektivitas Pembelajaran Jarak Jauh Pada Masa Pandemi Covid-19," *Res. Dev. J. Educ.*, vol. 1, no. 1, p. 131, 2020, doi: 10.30998/rdje.v1i1.7659.
- [4] S. K. Mamluah and A. Maulidi, "Pembelajaran Jarak Jauh (PJJ) di Masa Pandemi COVID-19 di Sekolah Dasar," *J. Basicedu*, vol. 5, no. 2, pp. 869–877, 2021, doi: 10.31004/basicedu.v5i2.800.
- [5] N. Sourial, C. Longo, I. Vedel, and T. Schuster, "Pembelajaran Daring Sebagai Upaya Study From Home (SFH) Selama Panedmi Covid 19," *Fam. Pract.*, vol. 35, no. 5, pp. 639–643, 2018, doi: 10.1093/fampra/cmy005.
- [6] J. Ahmad, *Metode Penelitian Administrasi Publik Teori dan Aplikasi*. Yogyakarta: Gava Media, 2015.
- [7] A. Saputra, "Penerapan Good Governance dikalangan Street Level Bureaucracy (Studi Pada RKP Pekon Sukoharjo III, Kecamatan Sukoharjo, Kabupaten Pringsewu Tahun 2012)," *J. Chem. Inf. Model.*, vol. 53, no. 9, pp. 1689–1699, 2013.
- [8] A. O. Angraini, T. Sulistyaningsih, and Y. S. Hijri, "Pelayanan Birokrat Garis Depan (Street Level Bureucrat) Dalam Layanan Parkir Berlangganan di Kabupaten Jombang," *Gov. J. Ilmu ...*, vol. 13, no. 04, pp. 13–23, 2020, [Online]. Available: <https://core.ac.uk/download/pdf/288229193.pdf>.
- [9] N. E. Rahman, A. W. Utami, and A. Nadhilah, "HUBUNGAN PENGETAHUAN TENTANG COVID-19 PADA ORANG YANG BERSINGGUNGAN DENGAN COVID-19," vol. 0042, pp. 209–215, doi: 10.24198/share.v10i2.29614.
- [10] R. Mulyawan, "Birokrasi dan pelayanan Publik," *Cetakan Pe., G. Wawan, Ed. pandang: UNPAD PRESS*, 2016, p. 250.
- [11] سينا ا, "Hak dan Kewajiban," p. 283, 1386.
- [12] S. Arief, "Pembelajaran Online Dimasa Pandemi Covid-19," *J. Sipatokkong BPSDM Sulawesi Selatan*, vol. 1, no. 4, pp. 336–339, 2020.