



The Analysis of Organizational Environments During the COVID-19 Pandemic in Higher Education Institution

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Abstract. The COVID-19 pandemic is having an unprecedented impact on higher education governance. Changes in the organizational environment in higher education governance (HEG) provide strategic management challenges in organizations to restructure their systems, reconstruct strategic policies, ensure quality performance with significantly reduced resources. With the complexity of the existing problems, this paper aims to explain the results of environmental analysis in the strategic management during the COVID-19 pandemic at Universitas Negeri Yogyakarta. The type of research method is descriptive qualitative with primary data analysis from interviews, observations and secondary data from journals, mass media, books, scientific reports on university strategic management. The data used are primary data and enrich with secondary data that support (1) identifying the dynamics of higher education problems by Universitas Negeri Yogyakarta in conducting HEG during the COVID-19 pandemic, (2) analyzing the organizational environment in the strategic management of higher education. Using analysis techniques of strengths, weaknesses, opportunities and threats. Analysis of data that obtained by collecting data, reducing data, presenting data, validating and drawing conclusions. The organization internal environment is strongly influenced by organizational leadership, applied university policies, financial resource support, human resources, infrastructure, responsiveness and organizational adaptability. This condition is influenced by the dynamics of the external environment of universities from the policies of the Central Government, dynamic demands at local, national and global levels and the threat of a new variant of the virus appears. Finally, this study recommends strategies to innovate and implement adaptive governance in higher education.

Keywords: organizational environment · strategic management · university governance

1 Introduction

The COVID-19 pandemic had a considerable clout on organizational management, including public organizations. The government has made many efforts and policies

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to press the spread of COVID-19. And one of the efforts is to prevent crowds or impose social-distancing. Various places or public services that have the potential to cause crowds are given special attention because the government's goal is not only to treat but to prevent the spread of the corona virus. Places or services intended such as government offices, educational services such as schools and colleges and similar places. The Ministry of Health has also instructed special policies since the previous Minister of Health, Terwan Agus. Terawan Agus said that even this regulation also takes into account the pandemic situation where the wheel of the economy must keep spinning by prioritizing precautionary measures. With these in mind, the Minister of Health Ordinance No. HK.01.07/MENKES/328/2020 on Guidelines for the Prevention and Management of Covid-19 in Working Environments in Pandemic Situations issued new regular rules.

Government policies encourage strategic changes in management, especially at the university level. This change needs to be adjusted to the real conditions in the university environment so that an in-depth analysis of related topics is needed. Management is the most important part of the overall activities of the organization. In management is considered as a reformer in updating work requirements, working conditions, work standards. Giving limits to management as the arts and science of planning at first, then organizing, directing by leader, motivating their people, and controlling people to achieve their goals [1]. In addition, management also pays attention to the principles of division of labor within an organization.

Given the importance of management for an organization or company, there have been many organizational management systems in the management objectives in an organization or company that have been predetermined. The activities in personnel management are for the procurement or acceptance of human resources, the process of recruitment and selection of employees, training and appointment of employees [2]. Activities within the Yogyakarta State University in the field of offices or agencies related to personnel management, personnel management can run well and smoothly according to the provisions that have been set.

2 Research Methods

This studies was conducted using a qualitative approach. Interviews, documentation, and observation conducted to collect the data. The selection of this method takes into account the pandemic conditions that require minimizing contact, then it is adjusted to the provisions of the health protocol. The data required in the form of primary data and enrich with secondary data that related with this studies. Secondary data is collected through several books, national and international journals, mass media, scientific reports on university strategic management. The data obtained is to support the identification of the dynamics of higher education problems at Universitas Negeri Yogyakarta in conducting higher education governance during the COVID-19 pandemic, and conducting a SWOT analysis, namely strengths, weaknesses, opportunities and challenges. The The analysis was performed by collecting data at first, then reducing data, submitting data which already shorted, reviewing and drawing conclusions.

3 The Dynamics by Universitas Negeri Yogyakarta in During the Covid-19 Pandemic

Universitas Negeri Yogyakarta is one of the state campuses located in Sleman Regency, Yogyakarta Special Region Province. UNY which has been established since 1964 provides a dynamic development in the world of education both on a local and international scale, especially in the field of education. As one of the ex-IKIP state campuses, UNY has achieved good performance, this is evidenced by the achievement of UNY as 12th in the ranking of PTNs throughout Indonesia as cluster 1 in 2020. As an ex-IKIP campus, UNY has a fairly strong development penetration. With the world of education. This is also a roadmap for UNY to reach a new chapter towards the point of becoming a World Class University in 2025. The performance path and stages to realize WCU in 2025 have a realization in 2021 with a target to become a “World Class Educational University”. In line with this target, in 2021, UNY received an achievement from the World University Rankings in the Education and Training category, which was ranked 301–350 in the world and ranked 2 in Indonesia. This achievement certainly cannot be separated from the role of the parties involved in the Yogyakarta State University.

The development orientation of Yogyakarta State University has guidelines closely related to the “Tri Dharma Perguruan Tinggi” which includes teaching, education, research and development for society. This is inseparable from UNY’s orientation to achieve global targets in the form of WCU and inauguration to become a Legal Entity State University (PTN BH). The effort to realize UNY to become a PTN BH is a basic orientation to become one of the driving forces for the realization of WCU. The role of WCU as one of the global benchmarks requires flexibility in income generating so that a more efficient and effective management will be realized, therefore it is important that in addition to realizing a global-scale orientation, achievements in performance as a supporter for the realization of PTNBH need to be intensified.

The development of a pattern in realizing effective and efficient strategic management is a flow pattern that needs to be supported by its movement power by a contribution to the realization of the “Tri Dharma Perguruan Tinggi” optimally. Effective and efficient implementation, of course, will realize a management oriented management concept as Agile Governance where its role is very suitable for the current Covid-19 pandemic condition. The establishment of an agile, agile or quick management institution is a response that must be empowered because every institution such as Yogyakarta State University not only competes with competition among universities, but also needs to realize that the conception of change is something that must be responded to and prepared to face the future. Unexpected crisis in every line of institution as it is today.

The Covid-19 pandemic has quite a lot of clout on changes in management in the campus environment. Not only changes in the implementation of teaching that were previously offline to online but also governance in the Yogyakarta State University Campus. The changes in question include strategies in university management including plans, actions, and tactics that are in accordance with the vision lowered in mission of Universitas Negeri Yogyakarta [2]. Environmental analysis is carried out by reviewing internal and external aspects of a strategy implementation.

4 Organizational Environmental Analysis at Yogyakarta State University

Improved ability to adapt to external and internal changes, strategic planning is one of the important elements of an organization's operations [3]. This plan is certain to change. Changes made by higher education management must take into account the external and internal environment of the university. This is done so that the direction that universities take in the long term, capable of responding to environmental changes caused by policy changes along pandemic [4].

4.1 Internal Environment in Universitas Negeri Yogyakarta: Strength

Aspects of the internal environment can affect the implementation of the strategy. This is an aspect in supporting the vision and mission of Yogyakarta State University, especially during pandemic conditions where internal aspects must carry out strategies to support the implementation of programs related to organizational systems and learning systems. The internal environment mentioned is strength and weakness of Universitas Negeri Yogyakarta. At least 7 internal factors influencing the implementation of strategic management found by researchers from observations at Universitas Negeri Yogyakarta. More detailed explanation about it is as follows:

- Leadership in Organizational

The leadership role of the Chancellor of UNY, Prof. Dr. Sumaryanto, M.Kes is very influential in governance and policy making in various important decisions within UNY. Good governance can be created by good leaders, especially in a university setting. Leaders can grasp conditions and quickly identify solutions as needed, especially in the midst of changing political conditions. Something that can be copying by their subordinates is a must for Leaders to perform them, in this case the President of Universitas Negeri Yogyakarta to teaching staff and college teachers. For example, the current Chancellor of Yogyakarta State University, Prof. Dr. Sumaryanto, M.Kes still stands by at the rectorate to deal with emergency conditions, especially those that cannot be done with the WFH mechanism. The same thing was also done by several officials of the Yogyakarta State University who occupy a crucial field.

This management is also not limited to the Prime Minister, but to all units such as Dean, Dean, Course Director, Dean of Science Staff, and other managers. Leadership at each level within UNY will continue to coordinate with other leaders and inform their subordinates. All managers need to ensure that their subordinates receive all information without exception to prevent misunderstandings in the workplace. In particular, this predicts dynamic changes in politics at the university level. Each UNY leader also adapts their leadership style to the direct environment of the placement unit to make it easier for leaders to guide their people.

- Policy in Higher Education

Policies in Higher Education also affect management practices in academia. Doubts at work can be removed by clear rules. The Rules promulgated by the Higher Education in accordance with central and regional government policies are periodically adjusted. The Prime Minister's Circular has been communicate the policies through to the social media (ex. WA Group) to academic staff and lecturers and UNY official website (eg www.uny.ac.id). The guidelines communicated and issued so far are consistent with other regulations.. Confusion for staff, students, and lecturers in law enforcement particular can be reduce by this policy.

In relation to policies related to the new normal order governed by decree of the Chancellor of the Yogyakarta State University No. 2.10/UN34/VI/2020 regarding the Covid-19 Prevention and Control Guidelines at Yogyakarta State University (accessed from <https://www.uny.ac.id>, on 10/09/2021, at 12:20) as a guideline in supporting the continuity of academic and non-academic activities in the new normal, where the target for implementing this rule is the entire academic community of UNY, and related parties. This decision regulates the implementation of the organizational system, the implementation of online and offline lectures (with conditions), academic services, research processes, and collaboration with related parties. Policies related to the new normal order at UNY are guided by the guidelines for the new university order from the Ministry of Education and Culture in Indonesia. In addition, internal aspects of UNY's implementation of strategic management along this pandemic, ie Covid-19 were also influenced by the ability of human resources, both teaching staff or lecturers, students and administrative staff, the campus service system during the pandemic, regulated in the Rector's Decree Number 1_8_UN34_XII_2020 (accessed from <https://www.uny.ac.id>, on 10/09/2021), as well as the influence of the campus management system in the implementation of learning, administration and autonomous services of UNY.

- Financial Resources Support

Based on the report based on the 2020 Program Report (accessed from <https://www.uny.ac.id/sites>, on 10/09/2021), UNY's financial statements for the years 2019 to 2020 received an opinion rating of WTP (Worthy without Exceptions) 100%. Likewise in 2019 with the WTP opinion index and in 2020 it achieved an achievement of 100% and the target and realization of WTP. And the 100% budget achievement assessed by the BPK. So this shows that UNY has good budget management.

Program performance in a university environment can be influenced by several factors, one of which is financial assistance. It is necessary to know in advance the condition of financial management within the Yogyakarta State University. From the available data for the last 3 years (2018 to 2020), financial management within UNY has a WTP (Unqualified) value. The WTP value indicates that the financial management at UNY

is in the healthy category. Budget absorption also needs to be carefully planned so that the allocation is in accordance with the needs and objectives of UNY. According to the data obtained, the budget item comes from income from the provision of other goods and services, and income from banking services from the Public Service Agency, and income from education services (UNY Financial Reporting Group), 2021).

4.2 Internal Environment in Universitas Negeri Yogyakarta: Weakness

In addition to the strength factor, namely the positive internal factors of the organization, there are also negative things from the Yogyakarta State University internal factors, namely weaknesses. Some of the weaknesses found are as follows.

- Human Resources in Higher Education

Human resources in Higher Education quality, especially Higher Education educators in the UNY environment, has experienced a lot of improvement in further studies by lecturers to carry out education to the doctoral level. In the 2020 Program Report (accessed from <https://www.uny.ac.id/sites>, on 11/09/2021) In 2020, there are more than 35 lecturers who carry out education to the doctoral level. Meanwhile, during the Covid-19 period where online learning was carried out, some lecturers still did not understand consistently in creating new learning.

Human resources should be allocated according to organizational policies in an efficient manner [6]. Lecturers and teaching staff in higher education need to improve their competence. Skills, and capacities. The most important skill to improve during the Covid-19 pandemic is the skill in operating a computer or information technology. This is because most of the policies taken to reduce the spread of the Covid-19 virus are carried out by working remotely by utilizing Information Technology. In fact, not all lecturers and education personnel in higher education are skilled at using information technology to support their work. In addition, lecturers and education staff are also always encouraged to continue learning, which includes training from the university. Publications, especially those produced by lecturers, are also continuously encouraged by utilizing the latest methods that allow remote research work.

- Higher Education Infrastructure

UNY's infrastructure in the form of academic facilities, student affairs, smart and green buildings, green open spaces, and others creates comfort for the academic community of UNY. The infrastructure in the higher education environment in question is physical, non-physical, and soft infrastructure. Physical infrastructure such as college buildings that can provide comfort while working. The conditions at UNY itself have provided comfort, even though every year there are always improvements and procurements according to the needs of lecturers and education staff. Non-physical infrastructure such as telecommunications networks and electricity networks. In this section, UNY also provides good facilities, where there is an internal internet network specifically for students, lecturers, and education staff. UNY also has subscriptions such as a premium zoom subscription, and various e-journals. Soft infrastructure such as the rules that exist

around universities, such as rules related to ethics. Rules related to ethics in UNY have also been made in writing through the rector's regulation.

- Higher Education Responsiveness

UNY provides several services in the form of a response to face-to-face restrictions during the Covid-19 pandemic by launching the website <http://c3.uny.ac.id/>. The site provides information on various services that can be accessed by students, lecturers, educators, and even the general public, such as e-counseling, academic administration services, and assistance services related to Covid-19. The website also includes contact persons per faculty to facilitate coordination in services. This condition is realized to encourage services within UNY to respond quickly according to the needs or requests of academics. The website also still needs a lot of improvement because many services only provide information or link with other websites or in other words, they are not yet one door. The website still needs development, for example there is no feature to directly interact through the web. These efforts are, in fact, inseparable from obstacles where the response in providing services cannot be processed quickly due to coordination problems. These problems occur because communication is not smooth because they have to go online and work on tasks in services that are difficult to monitor.

- Ability Organization to Adapt

To increase the adaptability of institutions, the global situation that continues to change even relatively quickly due to the achievements towards industry 4.0 needs to be responded quickly and well by UNY. UNY needs to make policies that are in accordance with external conditions outside UNY, even if there is an emergency situation that requires quick decision making, UNY must be able to adapt well. Planning and strategies that have been formed at the beginning may have to change midway due to adjusting conditions to the existing environment, such as when the Covid-19 pandemic suddenly came. This strategic planning especially at UNY is not static or predictive but dynamic. The previous statement indicated that there were changes that allowed UNY to adapt to changing circumstances or needs [7]. The ability to adapt is not only applied in the organization but also to the smallest unit, namely the individual so that bureaucratic and individual rigidity needs to be suppressed.

4.3 Yogyakarta State University External Environment in Universitas Negeri Yogyakarta: Opportunities

In academia, management is also carried out by not only paying attention to internal organizational factors but also external factors. One thing that needs to be considered, especially for organizational development, is to read the opportunities that exist. The

ability to read this opportunity both nationally and globally will also have an effect on choosing what strategy to carry out. at UNY found policy factors from the central government which became opportunities. In external conditions, drastic changes such as social restrictions during a pandemic certainly make changes in strategy formulation in realizing the goals and missions of Yogyakarta State University, this proves the importance of external environmental assessment in strategy formulation and determination. External environmental related to opportunities that have an impact on UNY is then analyzed as in the following description.

- Government policies at the central and regional levels

UNY is one of the government-owned universities which automatically must comply with regulations made by the government. UNY needs to adjust the regulations that apply within UNY with the regulations that apply at the central and regional levels. This also takes into account that the status of UNY is still “PTN-BH”, namely State Universities with Legal Entities. Many regulations have been issued by the government which can be used as a reference for UNY’s work so that confusion in carrying out management at UNY can be avoided. This also applies during the current Covid-19 pandemic. These policies include:

- 1) GR (Government Regulation) Numb. 21/2020. This regulation is about massive social restrictions associated with accelerated treatment of coronavirus infection (Covid-19) in 2019. This regulation regulates school holidays and regulates activity restrictions on public facilities. In this case, UNY is included in it.
- 2) PD (Presidential Decree) Numb. 11/2020. This PD regulates Coronavirus Disease 2019 (Covid-19) Public Health Emergency Decision. Covid-19 is a type of illness that causes emergencies for public health and there needs to be efforts to overcome it in accordance with applicable regulations, including in the UNY environment.
- 3) Legislation (PERPU) Numb. 1/2020. This legislation regulates government fiscal policy and financial system stability in dealing with the 2019 Coronavirus Disease (Covid-19) pandemic and/or in the face of economic stability and/or threats that threaten the country’s financial system. Changes in the budget rules regulated in the regulation include allowing part or all of infrastructure spending from the General Transfer Fund to be used for the purpose of dealing with Covid-19. Meanwhile, funds for education that have been regulated in the Constitution may not be transferred. The funds are used for educational purposes, including in Higher Education (UNY).
- 4) Minister of Home Affairs Instruction Numb. 2/2021. This instruction was issued on January 22, 2021. The instruction regulates the Enforcement of Restrictions on Controlling Activities for the Spread of Corona Virus Disease 2019 (COVID-19). One of these instructions was addressed to the Governor of DIY, including the Regent of Sleman, that there was a limit on working in the office of no more than 25% and the rest working from home. Teaching and learning activities must also be carried out online.
- 5) Circular of Minister of State Apparatus Empowerment and Bureaucratic Reform Numb. 13/2021. This circular regulates the limitation of travel activities outside the

region and/or leave for state civil servants on National Holidays in 2021 during the Corona Virus Disease 2019 (Covid-19) Pandemic Period. The regulation confirms that state civil servants are prohibited from traveling outside the region during holidays and are not allowed to apply for leave except for important reasons.

- 6) KMK RI (Decree of the Minister of Health of the Republic of Indonesia) No. HK.01.07/MENKES/328/2020 concerning Guidelines for the Prevention and Control of the 2019 Corona Virus. This decree contains guidelines for the prevention and control of Covid-19 in office work places in government agencies and can involve the community. The government agencies referred to above include UNY.
- 7) CL (Circular) Secretary General of the Ministry of Education and Culture Numb. 1/2021. This Circular was issued on January 11, 2021, which regulates the implementation of the Return, Period, and Limitation of Outdoor Activities of the Ministry of Education and Culture. The Circular regulates working from the office a maximum of 25%, especially in areas with a high risk of spreading Covid-19, one of which is DIY, including the Sleman Regency where UNY is located in Sleman.
- 8) Circular of the Governor of DIY Numb. 6/SE/I/2021 dated January 25, 2021 regarding the Extension of Appeals for the Implementation of the Work Procedure of the State Civil Apparatus in the Representative Offices of Central Government Agencies in the Special Region of Yogyakarta during the Corona Virus Disease 2019 (Covid-19) Pandemic Period. This regulation regulates the working procedures of the State Civil Apparatus which are limited in accordance with health protocols and must be obeyed.
- 9) Instructions of the Governor of DIY Numb. 4/INSTR/2021 dated January 25, 2021 regarding the Policy for Limited Tightening of Community Activities in the Special Region of Yogyakarta. This regulation regulates the level of restrictions on community activities, including activities in universities.
- 10) Sleman RC (Regent Circular) Numb. 443/01352. The RC, dated June 5, 2020, regulates the Guidelines for Accepting Arrivals of Students from Outside the Sleman Region. This RC contains instructions confirming the duties of local officials and university leaders in the Sleman area (including UNY) to ensure the implementation of health protocols. The handling is mainly for students who come from outside the region who come and settle in the Sleman area, one of which applies a 14-days quarantine period.

4.4 External Environment in Universitas Negeri Yogyakarta: Threats

In addition to opportunities which are factors that can be utilized by UNY to develop the organization, there are factors that can have a negative impact if not handled properly. The factor in question is the challenge factor. The challenges faced by UNY are:

- Dynamic demands at local, national and global levels

Demands at the local, national, and global levels are constantly changing, even adjusting to the conditions and needs of current issues. At the time of writing, an example is the Covid-19 virus. UNY must be able to compete with other universities to be able

to handle this problem, both from providing optimal services, carrying out good governance, responding to relevant government regulations, and so on. This ability to respond to dynamic demands can show how well UNY is performing in terms of an indicator in institutional assessment. It is very important for UNY to be able to read the situation at the local, national, and global levels to be able to anticipate what to do. Another thing that can then be done is to be able to prepare several alternative policies that can be taken, especially for the UNY environment.

Universities responded differently to instructions regarding restrictions to suppress the spread of the Covid-19 virus. This is adjusted to the abilities and real conditions of each university. Policies such as restrictions on activities in the campus environment and the application of health protocols, for example, can be applied differently in each university. Some universities have implemented an offline or blended system of applying teaching methods but at UNY it is still not possible so they must be fully online. Meanwhile, for the implementation of health protocols, UNY facilitates vaccinations for lecturers and education staff but does not facilitate periodic swabs or Covid-19 virus tests. However, in exchange, UNY provided assistance for lecturers or staff who were exposed to Covid-19.

Local government policies according to higher education areas where UNY implements policies in accordance with the Instruction of the Governor of DIY Number 4/INSTR/2021 dated January 25, 2021 (accessed from <https://www.uny.ac.id>, on 10/09/2021), as well as the policy of the Ministry of Education and Culture that regulates the implementation of lectures during the Covid-19 pandemic, namely the guidelines for organizing learning in Higher Education by the Directorate of Learning and Student Affairs, Directorate General of Higher Education, Ministry of Education and Culture during the Covid-19 pandemic. Some of the points regulated in the guideline are online learning mode, implementation planning, learning implementation, assessment and evaluation, to learning guidelines in special conditions (accessed from: <https://dikti.kemdikbud.go.id> on 11/09/2021).

- The threat of a new variant of the virus appears

The current Covid-19 virus continues to mutate with more and more new variants. The effects are even more different, such as the Delta variant, Omicron, and so on. The mutation is unpredictable whether it will be more or less dangerous than the previous variant. In the latest variant, namely Omicron, it is said that the effect is lighter than the previous variant but the transmission is faster [8]. The faster transmission also does not rule out the possibility that there will be more diverse variant mutations. Conditions like this then become a challenge for various universities, including UNY, to prepare various alternative policies that will be taken if an unexpected new variant appears.

In addition, external factors that are also very influential in the implementation of learning in universities are the existence of Large-Scale Social Restrictions (PSBB) policies in various parts of Indonesia. Policies related to PSBB are regulated in the Central GR, Numb 21/2020 which relates to the Government Regulation (PP) on the large-scale social restrictions associated with accelerated treatment of coronavirus infection

(COVID-19) in 2019. Regulations explain this to speed up the management of the Covid-19 pandemic, each region is required to implement PSBB (accessed from <https://peraturan.bpk.go.id>, on 10/09/20201, 14:10 PM).

5 Conclusions

Finally, this study recommends strategies to innovate and implement adaptive governance in higher education. In this study identified in the analysis of the internal environment, namely the strengths and weaknesses of the organization, namely UNY. The strength factors in UNY are Leadership in Organizational, Policy in Higher Education, and Financial Resources Support. The weakness factors in UNY are Human Resources in Higher Education, Higher Education Infrastructure, Higher Education Responsiveness, and Ability Organization to Adapt. After identifying what is in the internal organization, then an analysis of the external environment of the organization is carried out. The external environment of the organization is very influential on the survival of the organization itself, especially in the UNY environment. After identifying what is in the internal organization, then an analysis of the external environment of the organization is carried out. The external environment of the organization is very influential on the survival of the organization itself, especially in the UNY environment. The opportunities factors in UNY is government policies at the central and regional levels. The threats factors in UNY are dynamic demands at local, national and global levels and the threat of a new variant of the virus appears.

This study recommends several things that can be done in universities, especially UNY, namely:

1. Improving the competence and quality of human resources by conducting various activities such as workshops by first conducting an assessment of UNY's human resources so that the activities carried out are right on target and the right activities.
2. Improving university infrastructure facilities that can support organizational performance by utilizing targeted funding.
3. Utilizing a service satisfaction survey within UNY as an evaluation material to improve UNY's performance.
4. Making the right innovation and strategy based on the results of an in-depth study by taking into account the internal and external environmental factors of UNY.
5. Implementing an adaptive governance system within UNY so that it is ready for various disaster situations, such as during the Covid-19 pandemic.

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