Ethics and Behavior of Bureaucracy In Support Strengthening Good Governance

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ABSTRACT

Bureaucrats' ethics and behavior are important aspects in referring to the implementation of good governance functions. This study aims to examine and find out whether the ethics and behavior of the apparatus is really able to provide reinforcement to the implementation of good governance. The method used in this paper is Descriptive Method with desk study study analysis, which is a study of the description of theories, concepts, or research results related to the focus of the study. The results showed that the ethics and behavior of bureaucrats play a role in shaping bureaucratic values and can strengthen the concept of governance in a government.

1. Introduction

The issue of ethics and bureaucratic behavior has recently attracted the attention of various groups. The strengthening of this attention is actually based on the increasing prevalence of phenomena that reflect poor ethics and behavior of the apparatus in carrying out their duties and functions as public servants, and the behavior of government officials is still apprehensive so that it requires structuring and improvement.

Efforts to organize and improve the ethics and behavior of the apparatus (read: bureaucrats) in the government bureaucracy have actually been carried out both in terms of structuring regulations (regulations) and the formation of institutions that deal with issues of code of ethics for government officials. The problem then is, why does the ethics and behavior of the apparatus show poor performance? in line with the wishes and desires of the community. In fact, in certain cases, the behavior of this apparatus more often injures the feelings and conscience of the people.

The implementation of good governance or known as "good governance" is a "dream" as well as the hope of all nations in the world. This view is understandable because through the implementation of good governance, efforts to create government officials that are clean and free from actions that are not commendable and do not take sides with the interests of the community are expected to be realized in real terms. In addition, the implementation of good governance will also be in contact with or related to efforts to improve the performance of the government bureaucracy which then leads to an increase in the quality of public services.

Therefore, the implementation of good governance should be the commitment of all to make it happen. However, it must be admitted that implementing the concept of good governance consistently and sustainably is not as easy as turning the hand. Various challenges, obstacles and temptations always come and go, both from internal and external circles. Djuaeni (2015) mentions the challenges of implementing Good Governance in Indonesia, namely the occurrence of multidimensional crises, which are vicious crises, which include moral crises, legal crises, monetary crises, economic crises, crises of trust, political crises and humanitarian crises. The aim is to improve the quality of service and the welfare of the community. low concern, Ignorance attitude and poor performance of the apparatus towards the people served, may be a reflection of the failure of the implementation of good governance in the government bureaucracy. This condition is often exacerbated by the lack of clarity in the implementation of public services, which should be regulated through clear regulations and have strong legitimacy, both regarding the length of time, the amount of the budget and other procedures.

The impact is an imbalance between the rights that must be accepted by the community (service users) and the obligations given by the apparatus. So the tendency that appears is that the obligations that must be given (issued) by the community are actually inversely proportional to the rights they receive. In fact, government officials are increasingly free to play with
their power in the name of procedures or regulations according to their interests, while the people they serve are getting weaker and helpless. Another fact that strengthens the occurrence of this phenomenon is that service officers often neglect public services, because they are more "seduced" by "covert" tasks which are considered financially more profitable, even though they take up a lot of time. The impact, the main tasks that are their responsibilities are hampered and the community is forced to accept risks to get services that are not clear in time. The various phenomena above indicate that the paradigm shift in the current government system is only limited to discourse and rhetoric. Changes in the system, structure and culture of the government bureaucracy, which are the essence of the implementation of good governance, are even more debated in seminar rooms or the academic world, while the main actors, namely the government apparatus, are more impressed still running in place. Even in certain cases, the changes that will be made often encounter obstacles or resistance from parties who feel aggrieved, both in the internal and external environment.

Therefore, it is understandable if the bureaucratic reforms carried out by the government, both at the central and regional levels, are more politically nuanced than based on organizational needs and demands. This fact is clearly a proof that efforts to implement good governance so far have not been able to be implemented effectively. In accordance with the context of the topic above, the study method that will be used is the descriptive method. The use of the descriptive method is based on the consideration that the descriptive method is used to describe a condition/symptom, system, event (a person, a group of people, an institution/institution, the current society based on available data and information. While the analysis of the study conducted using a desk study, namely a study of the description of theories, concepts, or research results related to the focus of the study to be carried out. Literature review has two objectives, namely the main purpose and other objectives. The main objective is to assist researchers in solving their research problems, while the other goal is to obtain an overview of the position of their research against other studies.

2. Discussion

2.1. Bureaucratic Ethics Concept

Etymologically, ethics comes from the Greek "Ethos" which means moral character or custom. Widjaja, 2003 explains the term ethics (ethics) in Latin is called "ethicus" which means custom, habit, or the willingness of the soul for decency. Very synonymous with the word moral which also means custom or way of life. Widjaja further described that as a branch of philosophy, ethics studies the views of issues related to moral issues, or as a philosophical investigation of human obligations, and things that are good and bad. Meanwhile, Kumorotomo (2013: 6-7) defines ethics as a habit or character, while morality means a way of life or habits. Poedjawijata in Pasolong (2010: 190) says that ethics is a branch of philosophy that seeks the deepest truth, looking for a measure of the good or bad of human behavior. While the term bureaucracy (bureaucracy) comes from the Greek "bureu" which means office, and "kratia" (cracein) which means government. So, bureaucracy means government through offices or "government by bureau" (Kumorotomo, 2000). Chandler & Plano in Pasolong (2010: 193) suggest four main streams of ethics, namely empirical theory, that ethics is derived from human experience and general agreement, rational theory, that is good or bad really depends on the reasons and logic behind an action, not experience, intuitive theory, that ethics does not have to come from experience and logic, but from humans naturally who have an understanding of what is right and wrong, good and bad, and relevance theory, that right and wrong come from power over humans, namely God Almighty, who is the main reference for deciding what is right and what is wrong.

There are four types of ethics in interacting, namely individual ethics or personal morality, professional ethics, organizational ethics, and social ethics (Shafritz and Russell 1997: 607), where in practice these four types of ethics do not always go hand in hand. For example, nepotism or favoritism in public services is a form of violation of professional ethics and organizational ethics, but from a social ethics perspective it can be justified. This is what makes ethics a complex issue and full of conflicting values, so it requires a careful approach (Gow, 2005)

2.2. Concept of Bureaucratic Behavior

Bureaucratic behavior is essentially the result of the interaction of the bureaucracy as a collection of individuals with their environment (Thoha, 2005:138). The concept of organizational behavior according to Robbins (2008:11) is organizational behavior as a field of study that investigates the influence that individuals, groups, and structures have on behavior in organizations, which aims to apply this kind of knowledge to increase the effectiveness of an organization. Behavior is influenced by various factors, both internal and external, Ndraha (1997: 36) explains that these factors are abilities, needs, ways of thinking to make choices, experiences and reactions to something.

To understand and examine the behavior of the apparatus in an organization, in this case the bureaucracy, it can be studied through the structural dimensions of the organization, Daft and Steers (1986:217) explain that organizational theory is a way of thinking about organizations based on patterns and regulations in organizational design and human behavior. Organizational design relates to the operational process of creating a structure of tasks and authority that will characterize the activities of its members.

Bureaucratic behavior can be reflected in human behavior (bureaucrats), where a set of individual actions transforms into group behavior, and eventually becomes a representation of organizational behavior which is then interpreted as bureaucratic behavior. (Hamzah, 2014). As
expressed by Ndraha (2003: 521) that bureaucratic behavior is formed from the interaction between individual characteristics and characteristics of the bureaucracy (organization) or more specifically between structures and actors (officials).

2.3. Good Governance Concept

The term 'good governance' in Indonesia re-emerged in line with the spread of reforms driven by students and intellectuals. The concept then penetrated into various dimensions of life, including among the state apparatus who are considered the spearhead of the implementation of government. Interesting to be observed when the problems of the nation's crisis: such as the spread of corruption cases, the economic downturn, the low performance of the apparatus, poor public services, widening social inequality, the phenomenon of increasingly prevalent poverty, as well as a prolonged political crisis are considered as urgent national problems to be resolved. Then, what is good governance?.

According to Ganie & Rochman (2000: 142) governance is translated as "a mechanism for managing economic and social resources that involves the influence of the state sector and the non-government sector in a collective activity". While Pinto in Nijsar (1997:119) defines governance as "the practice of administering power and authority by the government in the management of government affairs in general and economic development in particular"

In line with this understanding, LAN RI (2000: 5) defines governance as "the process of administering state power in carrying out the provision of public goods and services". A more specific understanding is put forward by UNDP (1996) which translates good governance as follows: "governance can be seen as the exercise of authority to manage all aspects of a country's affair at all levels in all spheres(public, private, civil) it comprises the mechanisms , process. The various definitions above suggest that the concept of good governance is actually closely related to the administration of state power and authority in the economic, social, public services, and private (private) services. Then functionally the implementation of good governance does not only involve the government sector alone.

The challenge for all society today is how to realize a governance system that is able to realize the realization of the prosperity of all people and anticipate the negative impacts of acts of corruption that are strongly suspected of involving a number of state officials, both at the central and regional levels. The urgency to realize good governance is not only seen as suitable for overcoming poverty and inequality, but is also very relevant to the need for the recovery process, economic stability and political crises that are getting worse as well as poor performance and public services. That is why, in the implementation of good governance, the government cannot run alone, but must involve various parties, both the community and the private sector. This opinion is in line with the views of Taschereau and Compos (UNDP, 1997) also states that "Good governance is a condition that ensures there is a process of alignment, equality, cohesion and balance of roles, as well as mutual control carried out by three components, namely Government, Civil Society, and Business". Thoha (2000) outlines underline that the democratic principles inherent in good governance place the urgency to place power in the hands of the people, not in the hands of the rulers. Then, there is no fear of entering an association or union according to the needs of conscience, and finally respect for the moral difference of opinion and Business". Thoha (2000) underlined that the democratic principles inherent in good governance place the urgency to place power in the hands of the people, not in the hands of the rulers. Then, there is no fear of entering an association or union according to the needs of conscience, and finally respect for the moral difference of opinion and Business. Then, there is no fear of entering an association or union according to the needs of conscience, and finally respect for the moral difference of opinion.

In line with this thought, Riyaas Rasyid and Mostopadidja (2002) place the government apparatus as the spearhead of the implementation of good governance. Clean from KKN it seems necessary to also explore the extent of the dangers of collusion, corruption and nepotism for the life of the nation and state. This is very important to study considering that the act is very inherent in the behavior of the apparatus itself.

It can be said that good governance is a system that allows for an efficient and effective state governance mechanism by maintaining a constructive synergy between the government, the private sector, and the community. The implementation of good governance is not a simple process, but requires a commitment and a number of provisions that can serve as a guideline or basis for all parties involved (stakeholders), especially the government. For this reason, a comprehensive understanding of the characteristics of good governance seems non-negotiable. In line with this, UNDP (1997) has indicated that a governance is called 'good' if it has several characteristics, namely Participatory, Rule of law, Responsive, Consensus oriented, Equity, Effective and Efficient, Accountable.

To sharpen the understanding of the characteristics of good governance above, Mustopadidjadja AR (1999) and Riyas Rasyid (2000) recommend 6 (six) characteristics of good governance that should be a reference in directing government system policies, namely first, the existence of legal certainty, transparency, professionalism and accountability, including the creation of a true and fair legal system within the scope of national law (in the overall order of government administration), customary law and community law, empowerment of legal institutions, decentralization and preparation of laws and regulations and public supervision carried out by the DPR. Second,
the principle of openness which includes the development of a conducive climate for the recognition of human rights, transparency of information in a true, honest and fair manner. Third, the principle of accountability, including clarity of work plans, procedures and work mechanisms, with a clear system of accountability and the implementation of a consistent system of rewards and sanctions, can increase community empowerment and prioritize excellent service to the community without discrimination. Fourth, the principle of professionalism which includes capability, competence and integrity. This means being able to accommodate the social control of the community. Fifth, participation, autoactivity and decentralization as a form of commitment to human values and democracy, and sixth the development of a system of checks and balances, from and within all elements of state administration, so that good governance is realized.

2.4. Bureaucratic Ethics and Behavior in Strengthening Good Governance

In the world of public administration or bureaucracy, ethics means philosophy and "professional standards" (codes of ethics or office ethics), or morals or "right rules of conduct" (rules of correct behavior) that must be obeyed by public administrators or bureaucratic apparatus or providers, public service. (Denhard in Keban, 2008). Djaja (2012) reaffirmed that ethics in public bureaucracy (official ethics public) with regard to the actions of a person who holds a certain position, both during work and outside of work and in his daily life. In relation to the government bureaucracy, various perspectives have developed which essentially distinguish ethics into two main perspectives, namely the cultural perspective, and a structural perspective (Quill 2008; Carr 1999; Levine, Peters and Thompson 1990:191).

As explained above, to realize the implementation of good governance consistently and sustainably is not an easy job, moreover, good governance is directed at creating a clean and authoritative apparatus. For this reason, the ranks of the government bureaucracy must understand the essence of the bureaucracy itself associated with the creation of good governance in question. In this context, David Obsorne and Gaebler (1992) convey ten concepts of bureaucracy, namely:

1. Catalytic government: Steering rather than rowing. The apparatus and bureaucracy act as a catalyst, which is enough to only control the resources that exist in the community. Thus, the apparatus and bureaucracy must be able to optimize the use of funds and resources in accordance with the public interest.
2. Community-owned government: empower communities to solve their own problems, rather than deliver services. The apparatus and bureaucracy must empower the community in providing services.
3. Competitive government: promote and encourage Competition, rather than monopolies”. The apparatus and bureaucracy must create competition in every service.
4. Mission-driven government: be driven by mission, rather than rules". The apparatus and bureaucracy must carry out activities that emphasize the achievement of what is "its mission" rather than emphasizing on regulations.
5. Result-oriented government: result oriented by funding outcomes rather than inputs. The apparatus and bureaucracy are oriented towards good performance. Such agencies should be given greater opportunities than agencies with less performance.
6. Customer-driver government: meet the needs of the customer rather than the bureaucracy. The apparatus and bureaucracy prioritizes meeting the needs of the community, not their own needs.
7. Enterprising government: concentrates on earning money rather than just spending it. Bureaucratic apparatus must have officers who know the right way to make money for their organization, besides being good at saving costs.
8. Anticipatory government: invest in preventing problems rather than curing crises. Anticipatory apparatus and bureaucracy. It is better to prevent than to cure. Creating a "mental switch" within the regional apparatus.
9. Decentralized government: decentralized authority rather than build hierarchy. Decentralization is needed in government management, from being hierarchically oriented to being participatory with the development of teamwork. And lastly
10. Market-oriented government: solve problems by influencing market forces rather than by treating public programs. The apparatus and bureaucracy must pay attention to market forces so that policies must be based on market needs.

Of the ten principles, there are actually three main concepts that are very likely to be adopted and developed in Indonesia, so that the process of transformation of the apparatus and bureaucratic performance is increasingly leading to a merit system, a government bureaucracy that is representative and accountable. Namely Customer-driver government: meet the needs of the customer rather than the bureaucracy, Decentralized government: decentralized authority rather than build hierarchy. Result-oriented government: result oriented by funding outcomes rather than inputs. Complementing the above concept, Gaebler and Plastrik (1997) presented five strategies for developing the Reinventing Government concept known as “The Five C’S”, namely:

1. The core strategy (Core Strategy), namely the strategy of reformulating the objectives of governance, including regional autonomy through the establishment of a vision, mission, goals and objectives, policy directions as well as
institutional and individual roles of government administration apparatus.

2. Strategy consequences (Consequence Strategy), in this case it is necessary to formulate and reorganize patterns of institutional and individual incentives, either through competitive management approaches, business management (comporatization and privatization), or performance management (performance management).

3. Service user strategy (Customer Strategy) bureaucratic apparatus in this case needs to reorient from the political interests of the government, as well as orientation to institutional interests, towards the interests of meeting needs based on the choices of the community (users of public services), improving service quality, and healthy market competition.

4. Control strategy, namely the reformulation of organizational control efforts, starting from strategic control which is the process of formulating and determining the organization, management control, which is control in maintaining the implementation of tasks (actuating) in accordance with the strategy that has been set. determined, task control is an operational control. These three controls can be developed through the development of an institutional organizational structure that relies on the strength of the apparatus such as the quality control group (Total quality control).

5. And the last strategy is a culture strategy (Cultur Strategy).

In order for government institutions to be better able to carry out good governance functions, it is necessary to create a bureaucratic system with the following characteristics:

1. Has a simple structure, with human resources who have the competence to carry out governmental tasks (policy development and services) wisely, efficiently and effectively.

2. Develop partnership relationships between the government and every element in the community concerned (not just internal partnerships between government agencies).

3. Understand and commit to the benefits and importance of shared responsibility and cooperation in an integration and synergism in achieving goals.

4. There is an adequate support and reward system to encourage the creation of motivation, ability and courage to take an initiative, participatory, which has been calculated realistically and rationally.

5. There is compliance and obedience to the internal values (code of ethics) of public administration, as well as to ethical and moral values that are recognized and upheld jointly with the community being served. The existence of public administration services that are oriented to the community being served (client centered) inclusive (reflecting services that cover evenly the entire community of the nation concerned, without any exceptions); public service administration that is easily accessible to the public and user friendly; based on equitable distribution in every action and service provided to the community; reflects the true face of the government (not two-faced) or does not apply double standards in determining policies and providing services to the community; focusing on the interests of the community rather than internal government organizations (outwardly focused); be professional and impartial (non-partisan).

3. Conclusion

The issue of ethics and bureaucratic behavior has recently attracted the attention of various groups. The strengthening of this attention is actually based on the increasing prevalence of phenomena that reflect poor ethics and behavior of the apparatus in carrying out their duties and functions as public servants, and the behavior of government officials is still apprehensive so that it requires structuring and improvement.

This paper has discussed and discussed the root causes of ethical problems and bureaucratic behavior and their role in supporting the strengthening of good governance. So the conclusions that can be drawn from the results of the discussion in this paper are as follows:

1. Bureaucratic ethics will determine the color of an organization’s bureaucracy. The implementation of good governance is strongly influenced by the bureaucratic ethics contained in the organization.

2. The behavior of bureaucrats greatly affects the implementation of good governance in an organization.

3. Strengthening good governance can be done by strengthening the ethical elements and behavior of bureaucrats in the principles of good governance.

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