

# **BEREAUCARY ETHNIC IN IMPROVING THE QUALITY OF PUBLIC SERVICES IN THE OFFICE OF TILANGO DISTRICT, GORONTALO REGENCY**

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## **ABSTRACT**

The research was conducted to ascertain and analyze (1) the Ethics of Bureaucracy in Oublic Services in Tilango Sub-district Office (2) the inhibiting factors of the ethics of Bureaucracy in Public Service in Tilango Sub-district Office.

The research used a qualitative research method. Data collected by using interview, documentation and observation method. Fifteen informants consisted of Tilango Sub-district Chief, Sub-district Secretary, Head of Government Section, Head of Social Welfare Section, Head of PMD Section, civil servants, and service recipient communities in Tilango Sub-district Office were determined purposively to be the source of data and information needed.

The results of the research indicated that in general the Ethics of Bureaucratic in Tilango Sub-district Office was quite good. This can be seen based on aspects that were indicators of the Ethical Assesment of the Bureaucracy of the state civil apparatus in aspects of discipline, empathy, loyalty, responsibility and obedience and honesty. The results of the interviews indicated that these inditaors were considered quite good, only constrained by minor violations committed by state civil apparatus in the form of violations of working hours detremined by the Government. In addition, violations in the form of absences were also carried out by small portion of the state civil apparatus caused by personal problems. The aspect of loyalty and obedience was a very important indicator in the world of work with the level of violations committed, the aspect of loyalty was an absolute thing to be believed and carried out by state civil apparatus loyalty to their work. These things caused the level of loyalty and obedience from state civil apparatus to be very good. Aspects of responsibility and honesty, according to the results of the study found a positive response to the responsibility of state civil apparatus for their work. It can be used as an indicator to show that the Ethics of Bureaucratic in Tilango Sub-district Office was very good, with the high level of honesty of state civil apparatus showed that they had a great sense of responsibility towards their assigned tasks.

**Keywords : The Ethics of Bureaucracy, Public Services**

## INTRODUCTION

Public organizations (government) as institutions that carry out public service missions, have recently been increasingly campaigning and competing with each other to provide and implement the essential meaning of these public services, however, in practice, it is still far from the desired expectations.

In general, there are two things that play a very important role for government organizations (bureaucracies) in implementing the conception of public services. The first is the commitment factor to implement existing policies. Here the bureaucracy is required to have a clear commitment through the vision and mission of the organization to carry out its service functions properly. The second is the factor of the implementing apparatus (bureaucrats) who carry out the service function. Here every individual who carries out the service function must refer to the organizational commitment that has been stated in the vision and mission of the organization. If these two things are used as a reference in the implementation of the service function, it will form an ethic that is used as a guide in every bureaucrat's behavior to carry out his duties wholeheartedly.

In the new order, Indonesian people are faced with global challenges triggered by advances in trade science. The conditions and the rapid changes followed by the shift in values need to be handled wisely through continuous and continuous action steps in various aspects of development to build public trust in realizing national development. The success of national development cannot be separated from the function of the role of government organizations that carry out government tasks because of the success of government organizations in achieving goals that strongly support national development goals.

The government's job is not only to regulate, but also to provide services to the community. The service function so far has not received maximum attention from the bureaucratic apparatus, because the regulating function is more dominant than the service function. The government bureaucracy occupies an important position in implementation of development because it is one of the important instruments that will support and facilitate development efforts.

Tilango sub-district is one of the sub-districts in Gorontalo Regency which carries out its main tasks and functions as mandated by the Act [1], the Tilango sub-district government is required to be able to effectively implement the principles of good governance through the ethics of the bureaucracy of employees who can bring about change. organization for quality improvement and quality. Bureaucratic ethics includes various attitudes and behaviors that have an effect on efforts to improve the quality and quality of the bureaucracy that is carried out to improve public services. However, from observations made there are still weaknesses in the application of bureaucratic ethical principles in the Tilango sub-district so that the implementation of the tasks of the sub-district government has not been maximally effective, efficient, responsive, transparent and accountable. From the observations of these conditions, among others, there is a lack of understanding of the sub-district government apparatus on the concept of bureaucratic ethics, there are still irregularities and abuse of authority such as collusion, corruption and nepotism and illegal levies by the Bureaucratic Apparatus at the Tilango sub-district office, there are some sub-district employees who have not understand positive bureaucratic ethics with the assumption that ASN is routine

so that in carrying out tasks they often violate the code of ethics such as being irresponsible in completing tasks and lack of integrity. , conduct guidance on the implementation of government activities in the sub-district, and supervise the administration of government in the sub-district. The existence of an effective role of the Camat in fostering and supervising the administration of government in it is hoped that bureaucratic ethics can be realized in sub-districts.

In providing public services, the government is expected to implement it professionally, and must make appropriate political decisions regarding who gets what, how much, where, when, Because, the reality shows that the sub-district government does not have adequate guidance or guidance on ethical or moral codes. The assumption that all government officials are tested parties must always defend the interests of the public or society, is not always true.

### **Ethics**

According to expert sources in ethics there are four main streams, namely: (1) empirical theory; see that ethics is derived from human experience and general agreement. In this context, judgments about good and bad cannot be separated from or cannot be separated from facts and actions; (2) rational theory; see that good or bad really depends on reasoning or reasons and logic behind an action, not experience. In this context, each situation is seen as unique and requires a unique application of human logic and unique conclusions about good or bad; (3) intuitive theory; see that ethics does not have to come from experience and logic, but humans naturally and automatically have an understanding of what is right and wrong, what is good and what is bad. This theory uses natural moral law or “natural moral law”; and (4) revelation theory; see that right or wrong comes

from power over humans, namely from God himself [2]. In other words, what God says (in various scriptures) becomes the main reference to decide what is right and what is wrong.

In fact, ethics is something that is very closely related to the bureaucracy. In the context of the government bureaucracy, every government apparatus is required to have a mental attitude and behavior that reflects the superiority of character, nobility, and ethical principles. He must develop himself, so that he truly understands, appreciates and apply various ethical principles rooted in moral virtues (especially justice) in the actions of his office.

Another source said that measuring the work ethic of ASN requires the following elements in the assessment of work implementation:

a. Faithfulness

The determination and ability to obey, implement and practice everything that is obeyed with full responsibility. This determination and ability must be proven in daily attitudes and behavior in actions in carrying out tasks.

b. Responsibility

The ability of an ASN to complete the work assigned to him as well as possible and on time and dare to take risks for the decisions he takes or the actions he takes.

c. Obedience

The ability of an ASN to comply with all applicable laws and regulations and official regulations, to comply with official orders given by the authorized superior and the ability not to violate the prescribed prohibitions.

d. Honesty

The sincerity of an ASN in carrying out their duties and the ability not to abuse the authority given to them

e. Cooperation

The ability of an ASN to work together with other people in completing a

specified task, so as to achieve maximum efficiency and effectiveness.

### **Initiative**

The ability of an ASN to take decisions, take steps or carry out any necessary actions in carrying out the main tasks without waiting for orders from superiors [3].

The shift is described by expert sources who explain that by tracing Denhardt's writings entitled *The Ethics Of Public Service*. This paper describes the history of public service ethics starting from the work of Wayne Leys giving advice to the United States government on how to produce a "good public policy decision". He argues that it is time to leave customs or traditions which have always been the main guide in determining a decision-making because the government is always dealing with new problems. These customs and traditions must be shaken with existing ethical standards, where ethics must be seen as a "source of doubt" [4].

### **Human Resource Management**

According to expert sources, human resource management is one of the fields of general management covering aspects of planning, organizing, implementing, and controlling. This process is contained in the functions/fields of production, marketing, finance, and personnel. In simple terms, according to HR is the utilization, development, assessment, provision of remuneration, and management of individual members, organization or group of employees. HRM involves all management decisions and practices that directly affect human resources. HRM are activities carried out so that HR in the company can be used effectively to achieve various goals [5].

According to other experts, human resource management in general is to obtain the highest level of employee

development, harmonious working relationships among employees and an effective unification of human resources or the goal of cooperation efficiency so that it is expected to increase work productivity [6].

### **RESEARCH METHODS**

Through descriptive analysis research method, this method seeks to describe or describe in detail and in depth about Bureaucratic Ethics in Improving the Quality of Public Services at the Tilango Sub-District Office. With the selection of a qualitative descriptive design, the researcher will approach the object of research by digging up information according to the perceptions of researchers and informants and can develop according to the interactions that occur in the interview process [8].

### **RESEARCH RESULT**

#### **1. Bureaucratic Ethics in Improving the Quality of Public Services at the Tilango Sub-District Office**

Every public service bureaucracy must have a mental attitude and behavior that reflects the superiority of character, nobility, and ethical principles. He must develop himself so that he truly understands, appreciates, and applies various ethical principles that are rooted in moral virtues, especially justice in the actions of his office. To see how Bureaucratic Ethics improve the quality of public services at the Tilango District Office, it can be seen through the following description:

##### **a. Discipline Aspect**

Discipline, courtesy and friendliness in providing services, is very much needed. In this case, officers who interact directly with external customers must be able to provide a pleasant personal touch, this touch is reflected through appearance, language that is polite, friendly, cheerful, agile and agile. From the results of

research at the Tilango District Office, this disciplinary ethics has not been fully implemented properly. District Secretary statement that:

“The principle of discipline, courtesy, friendliness is also very important. In providing good service to the public, it must clearly be based on friendly, polite and unpretentious service. And that's what we always emphasize to all officers and service staff” (Interview on 19 August 2018)

From the interview above, the role of officers/employees in applying this principle is highly expected in order to create truly excellent service. Excellent service can be achieved properly if all components can run the service system by adhering to the rules that have been set by the Service as a reference or guideline in carrying out the entire series of public services to the community.

From the statement of the community (AD) Community leaders of Hepuhulawa Village who said that:

“Discipline, courtesy and friendliness, some have been implemented, and others have not. So that all components of service officers to the community must apply the same principles” (interview on 19 August 2018)

From the interview above, the application of the principles of discipline, courtesy and friendliness is an important part to be implemented and becomes a reference in the implementation of services. So that the work discipline of each officer or employee is required to be carried out with full responsibility.

Thus the application of discipline, courtesy, and friendliness is needed to support the achievement of quality services. Quality services will also have an impact on the final result as a value that becomes a benchmark for community satisfaction with the maximum service provided by the Tilango District Office.

#### b. Empathy Aspect

Empathy is the attention of officers in service, fairness of treatment in service, and the safety and comfort of customers. The quality of public services is largely determined by the empathy variable. Empathy is very important to pay attention to in the implementation of services at the Tilango District Office, because empathy is the attitude of employees who show concern for a service to the community.

Every employee and citizen who needs services has a psychological need to be respected. In the Tilango District Office environment, where the customers are the community, empathy is needed for continuity of service to the community in relation to service goals. The concept of empathy is directed to provide full care for citizens/customers, which includes ease of making relationships, good communication, personal attention and understanding the needs and difficulties of residents/ customers.

The results of the interview with the District Secretary, said that

“Employees on duty who serve the community in managing letters, have been able to understand the difficulties faced by residents in the management by accommodating all complaints or reasons submitted by residents if there are requirements that they cannot fulfill. Officers often explain about the need to meet the requirements for completeness of files during the processing of letters in the sub-district” (interview on 7 August 2018).

The empathy of the Tilango District Office employees in serving the management of letters, such as ID cards, is shown by the ability of employees to be easily contacted and communicated as well as friendliness to residents/customers who need ID cards. Results an interview with a Service Section Officer said that

“Our empathy for residents/customers who need ID cards, we do it by establishing communication with residents/customers, in addition to friendly service as well as outreach and ready to provide the necessary information. Or if a resident/customer calls, we will immediately pick up and provide the required information” (interview on August 21, 2018).

From these statements, it can be seen that the empathy/attention of employees at the Tilango District Office in providing services is quite good and from the start it has become one of the things that is considered in providing services service. The empathy given can be seen in terms of the ease of communication that has been open to residents/customers. In addition, there are employee efforts to help people whose files are incomplete at the Tilango District Office.

#### c. Loyalty Aspect

In general, this aspect of loyalty concerns the determination and ability to obey, implement and practice everything that is obeyed with full responsibility. This determination and ability must be proven in daily attitudes and behavior in actions in carrying out duties as ASN at the Tilango District Office.

The results of interviews by researchers showed that the aspect of ASN loyalty at the Tilango District Office was considered quite good. This can be seen from the results of interviews with Tilango District, Gorontalo Regency as follows:

"In general we have performance, performance here means the performance of the service itself which is a regional apparatus organization. Of course I see the indicators that we have achieved so far. In general, the indicators that we have achieved are indicators targeted by the local

government, it can be said that they were achieved. So there are rules regarding employee discipline, then there is employee discipline, of course starting from attendance, and observance of working hours, this all comes down to psychological or ethical matters rather than a person. So far, from us, in general, there are no employees who have been threatened with threats of internal punishment this is a punishment up to the name of severe punishment. Severe disciplinary punishment or moderate disciplinary punishment, others only up to light disciplinary punishment, that's what we judge in terms of disciplinary rules. Then the rules in terms of work, we really see each employee after dividing the work according to the sectional field then the staff in general can be said that all work can be completed like that" (Interview Results, August 21, 2018)

This shows that in general the loyalty of the ASN to the Tilango District Office is quite good, there are only a few guard ASNs who have problems with this aspect of loyalty, but this does not end in the dismissal of the ASN. In addition, there are preventive measures taken by the service itself so that the ASN does not commit a worse violation, namely by conducting coaching

#### d. Responsibility

The aspect of responsibility relates to the ability of an ASN to complete the work assigned to him as well as possible and on time and dare to take risks for the decisions he takes or the actions he takes. Aspects of responsibility are explained by Tilango District as follows:

"We see that yes, that's our organizational system starting from the service as (OPD) regional apparatus organization, formerly

called SKPD, after that we divide the work into fields and secretaries fields, then we divide the work into sections up to the respective implementers or program holders. So far, I have generally assessed that each sector, section, down to the implementer until now has a fairly large responsibility because it can I see from the results of the activities they carry out, it turns out that everything can be carried out according to what we have programmed, which means I value that the responsibility is quite good." (Interview Results, August 21, 2018)

Specifically regarding the responsibilities of the Head of Welfare Section, he explained as follows:

"What is clear is that this vision and mission is described and implemented by the friends according to the existing programs related to programs in this field, it is clear that we do not run away from what we have described and they have done that and they can be held accountable every year. implemented and its scope is increasing. (Interview Results, August 21, 2018)

#### e. Aspect of Obedience

This aspect of obedience is the ability of an ASN to comply with all applicable laws and regulations, obeying official orders given by authorized superiors and the ability not to violate the specified prohibitions. Administrative Staff (DH) provides an explanation regarding the aspects of obedience as follows:

"So far, if it is seen that the violations are indeed the most frequent in terms of attendance violations, in this case working hours does not mean that there is only one day that is not present because indeed I also see that this is

disturbed natural conditions, such as rain. Yes, indeed, some employees who don't have vehicles yet, we can't be disciplined on time, come on time this morning, we don't, sometimes they violate it but they still come in, go to work and can finish their work that day, that's what we see like that" (Interview Results, August 21, 2018)

Based on the description above, it can be concluded that the obedience aspect is quite good but there are still some that still need to be developed, especially in terms of attendance during working hours.

#### f. Aspects of Honesty

The honesty aspect is the sincerity of an ASN in carrying out his duties and the ability not to abuse the authority given to him. For the honesty aspect, Tilango District provides the following explanation:

a) "As long as I am leading here, I have never come across a case of abuse of authority, in this case, for example, exceeding his authority"

b) k. respectively, because if there are powers that must be reported to superiors, then they do not take powers that are outside their respective fields, it seems to me to be an abuse of office like that. I interpret the abuse of authority if the authority exceeds the right to mean that it should have been the authority of the superior but he has already taken that authority, then the authority should not be in his field and then take that authority. So so far I've never had anything like that." (Interview Results, August 21, 2018)

c) From the results of the interview above, the honesty aspect at the Tilango District Office is good and it is always emphasized for ASN in carrying out their duties.

### 1. Factors that hinder bureaucratic ethics in improving the quality of

**public services at the Tilango sub-district office**

a. Individual Intrinsic Motivation

Factors Individuals who will have high bureaucratic ethics are highly motivated individuals. Bureaucratic ethics is a view and attitude that is based on the values that a person believes in. This belief becomes a work motivation. So Bureaucratic Ethics is also influenced by someone's motivation which is not sourced from outside the self, but embedded in oneself, which is often referred to as intrinsic motivation. Tilango District explained that:

"Employees at the Tilango District Office are generally good, this motivation really depends on a person's personality but it should be remembered that we are employees who are paid by the state to carry out the tasks and obligations that have been given so that (Hasil Wawancara, 21 Agustus 2018)

b. Educational Factor

Bureaucratic ethics cannot be separated from the quality of human resources. The increase in human resources will make a person have bureaucratic ethics. Improved service quality can be achieved if there is equitable and quality education accompanied by an increase and expansion of education, expertise, and skills so that the ethics of every employee in the bureaucracy will also improve.

Tilango District provides an explanation of the educational factors as follows:

"If I don't see it, it's only education, it's the status of this education if we can't divide it according to the workload that will affect it, but I've automatically placed people

according to their education. jobs, for example, only as a person registering letters, delivering letters like that, he has not been able to listen to the contents of the letter. "Our mistake is always that our education is low but we burden him, for example, registering to listening to letters. But I've tried to divide this education as limited to this as education, for example at the high school or D3 level, it's only limited to being able to type but those who correct it must already have an education above S1, then those who correct their work until the level of the section head is appropriate. In fact, it is true that each individual has their own talents each and indeed there are those who have it, people say they have a good work spirit, there are also those whose work spirit is not too good, like that but actually from the level of education it is not really what we want for people according to their educational background. (Interview Results, 21 August 2018)

Socio-Political Factors

The presence or absence of bureaucratic ethics is influenced by the presence or absence of a political structure that encourages people to work hard and can fully enjoy the results of hard work. Bureaucratic ethics must begin with an awareness of the importance of responsibility for the future of the nation and state. The urge to overcome poverty, ignorance and backwardness is only possible if society as a whole has a life orientation that is driven towards a better future. Tilango District explained that:

"In the current era, I see that with the new political law that we have shifted after almost 20 years of reform, the shift from ASN is



no longer visible that ASN's tendency is towards certain parties, because the existing regulations have limited ASN to political issues, namely political affairs. because it's the sanctions already exists. (Interview Results, 21 August 2018)

d. Environmental Geographic Conditions

Bureaucratic ethics can arise due to geographical conditions. The supportive natural environment influences the people who live in it to make efforts to manage and take benefits, and can even invite immigrants to participate in making a living in the environment. The Tilango District Secretary explained:

"Well, this factor seems to be the most influential factor for the employees here. This is because of what I said earlier, the employee's house or residence is far from the office, plus the vehicle here is also difficult because transportation usually waits full first and then it goes so that it indirectly inhibits accommodation from employees so that they can get to the office on time, especially if Bad weather like rain can usually cause road landslides like that I think." (Interview Results, August 21, 2018)

## DISCUSSION

Based on the results of interviews and previous observations, the next researcher will conduct data analysis or discussion. At this stage, the researcher will describe the discussion of the research results regarding the two problem formulations, namely the first about how the ASN Bureaucratic Ethics in the Tilango District Office and what factors affect the Bureaucratic Ethics in Improving the

Quality of Public Services in the Tilango District Office.

### 1. Bureaucratic Ethics in Improving the Quality of Public Services at the Tilango District Office

In general, the government's responsibility is to carry out state obligations which include protecting, serving and regulating the people. The essence of the government's responsibility is to carry out the "service function" and the people as the beneficiaries of the service. Therefore, the realization of good governance is basically the realization of excellent service or excellent service. ASN behavior to achieve organizational goals is influenced by the work culture that develops in within an organization. The development of the ASN work culture must begin with the formation of a high commitment from all members of the organization, both leaders and superiors. To develop an organization must be clear vision and mission to be achieved. This is where a work culture and commitment are needed as the self-concept of each individual in the organization that forms bureaucratic ethics as an individual culture that influences behavior in carrying out their duties [7]

Based on the results of interviews conducted by researchers, it can be seen that in general the Bureaucratic Ethics in the Tilango District Office is quite good. This is seen based on the aspects that become indicators of the Bureaucratic Ethics assessment of the ASN. In the aspect of discipline, empathy, loyalty, responsibility and obedience and honesty. The results of the interview show that this indicator is considered quite good, only constrained by violations minor violations committed by ASN in the form of office arrival times that are later than what should be determined by the local government. In addition, moderate violations in the form of absenteeism

were also only committed by a small number of ASN due to personal problems.

Aspects of loyalty and obedience are very important indicators in the world of work so that if there is a violation in it will be subject to sanctions according to the level of violation committed. Sanctions in this case can have an impact on reducing salaries to dismissal of employees. It is undeniable that the main purpose of a person's work is of course to meet his needs. Every human being has needs (needs, encouragement, intrinsic and extrinsic factors), the emergence of which is highly dependent on individual interests [8]. So like it or not, the aspect of loyalty is an absolute thing to be believed and implemented as an ASN so that it raises obedient behavior to the applicable rules. The aspect of obedience is the embodiment of the aspect of ASN's loyalty to his work. This causes the level of loyalty and obedience of ASN to be very good.

For the aspects of responsibility and honesty, according to the results of the study, there was a positive response to the ASN's responsibilities towards their work. Likewise, the aspect of work performance, obtained very good results with many awards and excellent performance achievements in each field at the Tilango District Office every year. This can be used as an indicator to show that the Bureaucratic Ethics in the service is very good, with the high honesty of ASN showing that they have a great sense of responsibility towards the tasks they carry out.

Everyone needs a acknowledgment of the existence of his status by others. The ideal situation is when the prestige arises will make someone's achievement. This does not only apply to individuals but also to groups that can generate great motivation to work even better so that work performance can increase from time to time in this case groups of fields and

employees at the Tilango District Office who continue to try to get or maintain achievements to be achieved by carrying out their responsibilities properly [9].

In addition, in the two-factor theory, there are Motivation Factors, which is one of the motivational factors concerning a person's psychological needs, namely the feeling of being perfect in doing work. . Abuse of authority also shows a very small percentage. This would not be possible if there were no strict rules and severe sanctions given by the Gorontalo Regency local government.

The culture of shame is also high in the Gorontalo area, causing ASN to be abstinent from committing fraud in the world of work.

When viewed from the aspect of initiative, the ability of an ASN to make decisions, take steps or carry out any necessary actions in carrying out basic tasks without waiting for orders from superiors is not clearly visible, this is due to the existence of main tasks for each employee and the lack of decisions. - Sudden decisions that must be taken considering the structure of government agencies that have been regulated in such a way that employees cannot take the initiative in accordance with their wishes because of the rigid organizational structure. A staff member may not make his own decisions relating to office affairs, this authority must be carried out by government officials who are in place. So this aspect of the initiative can not be assessed properly.

For the cooperative aspect of the research results, it is known that this aspect has a very good response. Based on the results of the interview, the aspect of cooperation is the most important aspect and is the thing that is most emphasized at the Tilango District Office and has been rooted in the agency for a long time. When groups of individuals work together, morale is highest when each

individual is not only allowed, but also actively encouraged, to participate in the achievement of goals [11]

## **2. Factors Affecting Bureaucratic Ethics in Improving the Quality of Public Services at the Tilango District Office**

Educational factors can affect the Bureaucratic Ethics of ASN at the Tilango District Office. Bureaucratic ethics cannot be separated from the quality of human resources. An increase in human resources will make a person have a hard bureaucratic ethics. Increasing the quality of the population can be achieved if there is equitable and quality education accompanied by an increase and expansion of education, expertise, and skills so that the activities and productivity of the community as economic actors will also increase.

The quality and ability of employees is also influenced by the level of education. Education provides knowledge not only directly related to the implementation of tasks, but also the basis for self-development and the ability to utilize all the facilities around us for the smooth implementation of tasks. The higher the level of education, the higher the work productivity.

## **CLOSING**

1. Based on the results of interviews conducted by researchers, it can be seen that in general the Bureaucratic Ethics in the Tilango District Office is quite good. This is seen based on the aspects that become indicators of the Bureaucratic Ethics assessment of the ASN. In the aspect of discipline, empathy, loyalty, responsibility and obedience and honesty.
2. Factors that can affect the Bureaucratic Ethics of Tilango District Office Employees, namely in terms of (1) Individual Intrinsic Motivation Factors, (2) Educational Factors, (3)

Social Politics, and (4) Environmental Geographic Conditions Factors

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