



ANALYSIS OF ETHICS OF GOVERNMENT APPARATUS BEHAVIOR IN PUBLIC SERVICE BASED ON LAW NUMBER 25 OF 2009 IN TAMALATE DISTRICT

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Abstract

This study aims to implement the work ethics of government employees in providing public services in Tamalate District based on Law Number 25 of 2009 concerning Public Services. This study uses a qualitative method with a case study approach in administrative services in Tamalate District. Data were collected through in-depth interviews with government employees and service users, direct observation of the service process, and analysis of relevant documents. The results of the study indicate that the work ethics of government employees in providing public services is still not optimal. Some employees exhibit unprofessional behavior, such as slow service delivery, lack of empathy towards the public, and low transparency in the service process. However, there are also employees who demonstrate positive behavior, such as providing clear and accurate information, and praying friendly and patient in serving the public. This study concludes that improving the work ethics of government employees is essential through public service ethics training programs, strict supervision, and regular evaluation and monitoring of employee performance. This effort is crucial to ensure public services meet the standards of professionalism, transparency, and accountability as mandated by Law Number 25 of 2009. The results of this study are expected to contribute to improving the quality of public services in Tamalate District and serve as a reference for similar research in the future.

Keywords: Work Behavior Ethics, Public Services, Government Employees

Abstrak

Penelitian ini bertujuan untuk mengevaluasi etos kerja pegawai pemerintah dalam penyelenggaraan pelayanan publik di Kabupaten Tamalate berdasarkan Undang-Undang Nomor 25 Tahun 2009 tentang Pelayanan Publik. Penelitian ini menggunakan metode kualitatif dengan pendekatan studi kasus pada pelayanan administrasi di Kabupaten Tamalate. Pengumpulan data dilakukan melalui wawancara mendalam kepada pegawai pemerintah dan pengguna layanan, observasi langsung terhadap proses pelayanan, dan analisis dokumen terkait. Hasil penelitian menunjukkan bahwa etos kerja pegawai pemerintah dalam



penyelenggaraan pelayanan publik masih belum optimal. Sebagian pegawai menunjukkan perilaku tidak profesional, seperti lambat dalam memberikan pelayanan, kurangnya empati terhadap masyarakat, dan rendahnya transparansi dalam proses pelayanan. Namun demikian, terdapat pula pegawai yang menunjukkan perilaku positif, seperti memberikan informasi yang jelas dan akurat, serta bersikap ramah dan sabar dalam melayani masyarakat. Penelitian ini menyimpulkan bahwa peningkatan etos kerja pegawai pemerintah sangat diperlukan melalui program pelatihan etika pelayanan publik, pengawasan yang ketat, serta evaluasi dan pemantauan kinerja pegawai secara berkala. Upaya ini penting untuk menjamin terselenggaranya pelayanan publik yang sesuai dengan standar profesionalisme, transparansi, dan akuntabilitas sebagaimana diamanatkan dalam Undang-Undang Nomor 25 Tahun 2009. Hasil penelitian ini diharapkan dapat memberikan kontribusi bagi peningkatan kualitas pelayanan publik di Kabupaten Tamalate dan menjadi acuan bagi penelitian serupa di masa mendatang.

Keywords: Etika Perilaku Kerja, Pelayanan Publik, Pegawai Pemerintah

1. INTRODUCTION

Public services in essence have an effort to meet the basic needs of every citizen who is in need of interests, especially in administrative services in an existing agency. Law No. 25 of 2009 which focuses on public services provides an understanding that the quality of a service is all forms of services carried out by central and regional government agencies, SOEs, BUMDs, in the form of goods, services to meet all needs of the community or in laws and regulations. There are two interests in this service, namely government agencies, SOEs & BUMDs, with service users/communities. The application of basic ethics is an example of the best behavior such as politeness and friendliness which is certainly the foundation of human beings.

Good ethical practices have consequences in the form of an obligation to have an organization that upholds the morals of the government and upholds all good moral values. This always requires ethical officials in their daily attitudes and actions within the scope of government to protect the government's authority, carry out their duties as well as possible, and avoid irregularities that damage the government's image. Therefore, government officials should also take part in maintaining their ethics of behavior, because good government apparatus is one that can be used as a good example for society because of course every community will make the ethics of a leader as a guideline. Ethics is a very important benchmark to assess government performance.

Public services have a very strategic role in determining the image of government in the eyes of the public. The success of the implementation of public services can reflect the extent to which the government carries out its functions as a servant of the state and a servant of the community. On the contrary, failure to provide good public services can cause public disappointment, erode public trust, and trigger low government legitimacy.

According to Dwiyanto (2006), public services in Indonesia still face various classic problems that have not been resolved, such as convoluted bureaucracy, lack of transparency,



low quality of apparatus resources, and weak enforcement of codes of ethics and discipline. This is exacerbated by the fact that there are still practices of deviant behavior, both in the form of corruption, collusion, nepotism, and discriminatory services. Therefore, the evaluation of work ethics of government employees is an important step in the context of bureaucratic reform that is oriented to the interests of the community.

Conceptually, ethics have a close relationship with the professionalism of the work of state apparatus. According to Magnis-Suseno (1991), ethics is a critical and rational reflection on moral values that guide action. For government employees, ethics are not just written rules, but moral guidelines that are binding internally to maintain integrity at work. If ethics are violated, public services not only lose their quality, but can also cause social injustice.

Law Number 25 of 2009 is present as an answer to various public service problems in Indonesia. This law regulates the rights and obligations of the community as well as the obligations of public service providers, as well as establishes service standards that must be met by each government agency. For example, Article 4 emphasizes that every citizen has the right to obtain quality public services in accordance with applicable principles. This shows that the government is committed to building a public service system that is not only legal-formal, but also based on the principles of ethics, professionalism, and legal certainty.

However, the implementation of the law still faces obstacles. Research conducted by the Ombudsman of the Republic of Indonesia (2022) shows that public complaint reports are still dominated by administrative problems, such as protracted delays, abuse of authority, procedural uncertainty, and service discrimination. This condition shows that there is a gap between normative expectations in regulation and real practices in the field. In other words, even though the public service has been well regulated by law, the quality of behavior and ethics of government employees is still a big challenge.

The work ethics of government employees also cannot be separated from the cultural aspect of the bureaucratic organization. According to Thoha (2017), the Indonesian bureaucracy is still influenced by the culture of patrimonialism, where personal relationships and group interests are often more dominant than public interests. As a result, employees are more likely to serve their superiors than serve the community. This phenomenon is clearly contrary to the principles of public service mandated in Law No. 25 of 2009. Therefore, the evaluation of employee work behavior ethics needs to also include an analysis of the bureaucratic organizational culture that affects employee mindsets and actions.

In addition to cultural factors, the *reward and punishment system* also greatly affects employee work behavior. According to Sedarmayanti (2018), the low application of sanctions for employees who violate work ethics causes unethical behavior to often be left without firm consequences. On the other hand, appreciation for outstanding employees is also still minimal, so the motivation to work professionally is less than optimal. Evaluation of employee work behavior ethics must consider aspects of the performance management system in order to create a balance between rewards and punishments.



Technological developments and the era of digitalization of public services (e-government) also bring new consequences for the ethics of government employees. Although digitalization can increase the efficiency, effectiveness, and transparency of services, employees with high integrity are still needed to manage the system. For example, in online-based services, employees must maintain the confidentiality of people's personal data, avoid manipulation, and still provide a friendly and professional response. Thus, work ethics do not only apply in face-to-face services, but also in the context of digital-based services.

The ethics of government employees are also closely related to the concept of *good governance*. *Good governance principles* such as accountability, transparency, participation, effectiveness, and the rule of law can only be realized if government employees carry out their duties ethically. According to Keban (2019), without a strong work ethic, the principles of *good governance* will only become jargon without real implementation. Therefore, the evaluation of employee work behavior ethics must be an integral part of the bureaucratic reform agenda towards good governance.

In addition, education and training factors are also important determinants in shaping employee work ethics. Education and training programs that focus only on technical aspects often neglect character building and ethical values. In fact, the formation of integrity and work ethics is no less important than technical skills. Therefore, the evaluation of employee work behavior ethics needs to encourage the preparation of an education and training curriculum that emphasizes more on strengthening integrity, morality, and excellent service.

Furthermore, the quality of public services is also influenced by leadership factors. According to Robbins and Judge (2013), the behavior of employees in organizations is greatly influenced by the leadership style of superiors. If leaders set a good ethical example, then employees tend to follow that pattern. On the other hand, if the leader shows unethical behavior, then the employee will also imitate him. In the context of public service, ethical leadership greatly determines the success of the implementation of Law Number 25 of 2009. Therefore, the evaluation of employee work behavior ethics also needs to pay attention to the extent to which agency leaders are able to become role models in maintaining the integrity of public services.

Based on these various descriptions, it is clear that the evaluation of work ethics of government employees is an urgent need. This evaluation is not only to assess performance administratively, but further to ensure that public services are carried out with moral and ethical values that uphold the interests of the community. With a comprehensive evaluation, it is hoped that professional, transparent, accountable, and fair public services can be created, as mandated in Law Number 25 of 2009. According to Sukarna (1990; 40), a healthy government places people on the principle that *the right man is the right place* or the right person in the right profession.

According to Keraf in Wiranata (2005), ethics are values, norms, and morals that should be manifested in a person's behavior in his life, both for himself and the wider community. Poor Public Service in Tamalate District is often a problem that is often complained about by the



community. It is said to be bad because the services provided by employees in Tamalate District are known to be unfriendly, long-winded and sometimes people have to pay more for the services carried out such as the process of making ID cards, lost letters and so on. Rumors like this are familiar with many complaints and several other sub-districts know about the problem. In this situation, the community is reluctant to deal with anything related to bureaucratic employees in the city because the community is dissatisfied with the public services they get.

According to Kotler and Armstrong (2008), customer satisfaction is the level at which the perceived performance of a product is relative to or meets the expectations of buyers. Customers become disappointed when the product doesn't work as expected. Customers are happy when the product works as expected. Some of the problems that occurred eventually caused a decline in public trust in the local government because there were several indications of bad things such as corruption in the service process. It is not uncommon for the process of managing the needs of the community to be very slow to be accepted and can even take months in taking care of one interest. A service can become a tool that is traded by the government for its own interests, and there is negotiation that leads to an offer to dishonesty in providing services to the wider community that must be served as the duty of the apparatus. Public services in Tamalate District have a bad issue which, according to the people of Tamalate District, has poor quality of employee ethics. According to the community, the service carried out has a long process and some of its employees have bad work ethics. In fact, service ethics are one that must continue to be improved because it affects the comfort of the people who are doing public services there. The better the government and the higher the quality of the service provided by the servants, the higher the level of public trust (*high trust*). Public trust becomes high if the community receives the service that they feel is right and feels satisfied with the service that has been provided. (Pasolon, 2010: 15).

Public services in Tamalate District have a bad issue which, according to the people of Tamalate District, has poor quality of employee ethics. According to the community, the service carried out has a long process and some of its employees have bad work ethics. In fact, service ethics are one that must continue to be improved because it affects the comfort of the people who are doing public services there. The better the government and the higher the quality of the service provided by the service, the higher the level of public trust . Public trust becomes high if the community accepts the service that they feel is right and feels satisfied with the service that has been provided. (Pasolon, 2010: 15).

The content of Law No. 25 of 2009 is a benchmark in carrying out the principles of political ethics, especially in public services. This is embraced in article 34 of Law No. 25 of 2009 which states that the implementers and providers of public services must include: behave fairly and not discriminatory, be careful, polite and friendly, firm, professional, do not complicate, obey the orders of superiors, uphold the value of accountability, do not leak confidential information/documents, be open and take swift steps in their interests, do not abuse infrastructure facilities and public service facilities, Do not provide false information, do not misuse information/position, in accordance with appropriate and do not deviate from existing



procedures. Thus, the State Civil Apparatus or staff in Tamalate District must certainly obey the law to get satisfaction in public services expected by the community.

The community needs good leadership, able to direct the organization in accordance with sound political principles. Because in essence, it is the leader or government apparatus who is used as a role model for the community because he is considered someone who is more insightful than ordinary people. The Community Satisfaction Index is data and information related to community satisfaction based on the measure of public opinion to obtain public services that meet existing needs and expectations. Related to the above problems, we can see that the public services provided by Tamalate city agencies have not been maximized so far. Therefore, the author took the initiative to write a thesis entitled Ethics of Government Behavior of District Employees Related to Public Services Based on Law No. 25 of 2009 by taking a case study in Tamalate District, Makassar City.

2. RESEARCH METHODS

This study uses a descriptive qualitative approach with a case study method to describe in depth the work ethics of government employees in providing public services in Tamalate District. The qualitative approach was chosen because this study focuses on objective conditions in the field, where the researcher is the main instrument in data collection (Sugiyono, 2019). Qualitative research is based on the philosophy of post-positivism, with triangulation data collection techniques, inductive data analysis, and research results that emphasize the meaning of the observed phenomena (Moleong, 2021).

The research data consists of primary data and secondary data. Primary data was obtained through in-depth interviews with the Sub-district Head, District staff, and the public service user community, while secondary data came from official documents, such as Standard Operating Procedures (SOP), activity reports, books, and related journals (Subagyo, 2017). Data collection techniques include observation, interviews, and documentation. The observation was carried out to directly observe the public service process at the Tamalate District Office (Sugiyono, 2019). Face-to-face interviews were conducted using semi-structured interview guidelines to explore the views and experiences of informants (Fadhallah, 2020). Documentation was used to complete and verify the results of observations and interviews (Ni'matuzahroh & Prasetyaningrum, 2018).

Data analysis uses the Miles and Huberman model which includes three stages, namely data reduction, data presentation, and conclusion/verification (Sugiyono, 2016). This approach assists researchers in systematically compiling and interpreting data to gain a comprehensive understanding of the work behavior ethics of employees in public services.

3. RESULTS OF RESEARCH AND DISCUSSION

Employee ethics are the main benchmark in achieving effective public services and are one of the most visible indicators in government performance assessment. The public can directly assess the government's performance through the service experience it receives — both directly and indirectly. All public servants, from the highest structural officials to counter staff, have a



great responsibility to the public. Their attitude and behavior determine the success of service to the community as service consumers. So far, people often have a mindset that bureaucracy or the administrative service process is difficult, convoluted, there is no certainty of time, and there is often illegal collection of fees in the name of "administrative fees". In fact, based on Law Number 25 of 2009 concerning Public Services, excellent service must be fast, easy, certain, cheap and accountable. With such conditions, people become increasingly lazy and reluctant to take care of very important licensing documents.

The concept of public services in government is closely related to the role and function of government institutions in improving the quality of services to the community. Quality service must be followed by responsibility and carried out by prioritizing equality and loyalty in public services accompanied by a quick response (responsiveness) from employees as service providers. Based on the findings in the field—a descriptive research at the Tamalate District Office (and called "Tamalate District"/"South Galesong District")—the following description was obtained:

1. Equality

a) Similarity of Service

From interviews with the Secretary of the Sub-district and several employees, it was found that the principle of equality has been applied: employees claim to provide fair and professional services to all citizens, both known and newcomers, without discrimination based on social background or personal proximity. Similarly, within the office, the superior-subordinate relationship goes well without too much noticeable distance. From the community's side, there is a positive response that the service is good and fair—although some people complain about the inconsistent speed of service. From observation, services are carried out in accordance with existing operational standards (SOP) and the requirements for file completeness are a priority in the process. Thus, it can be concluded that the implementation of equality in services at the District Office has gone quite well, although it is not optimal in terms of speed/community response.

b) Service Professional

The quality of professionalism of employees at the District Office is also relatively good: employees state that they try to behave and behave professionally, doing their duties according to SOPs. However, there are obstacles in the field such as service speed that has not been maximized (people have to wait a long time) and employee time discipline (there are employees who arrive late). Causative factors such as the number of people served and inadequate files also influence. Thus, even though it has shown professionalism, it still needs improvement, especially in terms of speed (responsiveness) and discipline.

2. Loyalty

Loyalty in this study is defined as the loyalty of employees (to superiors, colleagues, the community) in carrying out services. From the results of the interview, employees stated that they are committed to providing good service, involving employees in decision-making, and respecting each other, regardless of position or position. From the community's side, loyalty is



felt through the ease of service, access to information provided, and assistance to people who are experiencing difficulties. Thus, it can be said that employee loyalty has become part of efforts to improve service performance, and create a harmonious and conducive work atmosphere for better public services.

3. Responsibility

Responsibility includes the duties of employees to carry out responsibilities in accordance with their respective duties, admit mistakes, and account for negative impacts or failures in the service process. The results of the study show that employees at the Tamalate District Office in general have carried out their duties and responsibilities well: directing the community to employees who are in accordance with their fields, working sincerely without illegal levies or extrajudicial rewards. Time discipline is also one of the indicators observed—although there are still employees who arrive on time, which has an impact on community services. Thus, even though employee responsibilities have gone well in substance, aspects of attendance and discipline still need to be improved to support service optimization.

The application of public service ethics as found in this study—i.e., equality, professionalism, loyalty, and employee responsibility—is highly relevant to the ethical literature in public administration. Some of the principles of public ethics identified in the literature include integrity, accountability, fairness/impartiality, competence, and prudent management of public resources (stewardship) (Bowman & West, 2018; Cooper, 2012). Public administration ethics are not only moral guidelines, but also professional standards that serve as a reference for apparatus to work responsibly and meet public expectations for quality service (Keban, 2019; Denhardt & Denhardt, 2015).

Bureaucratic ethics and apparatus behavior have an important role in strengthening good governance. Research by Ramdhani and Gani (2021) shows that the application of work ethics of apparatus has a positive effect on transparency, accountability, and public participation in the implementation of good governance. This is in line with the findings of Sari (2020) which emphasizes that the ethical behavior of public employees can increase public trust in government agencies and minimize maladministration practices.

In the context of public service, the principles of equality and impartiality are very important — public servants must serve the whole community without discrimination. This principle is also emphasized by Cooper (2012) who states that justice and equal treatment are core values of public service ethics. This is in accordance with the results of your research which found that the public considers that public services have run fairly and equitably.

Meanwhile, employee responsibility and discipline are part of public accountability, where employees are required to be present on time, carry out their duties according to procedures, and are ready to account for their actions (Bovens, 2010). Professionalism is also an important element in maintaining service quality and bureaucratic integrity. Research by Rahmawati and Fathoni (2020) shows that employee professionalism has a significant effect on public satisfaction in government administration services. In addition, employee loyalty or commitment to public service is an important aspect in the Public Service Motivation (PSM)



literature. According to Perry and Wise (1990), employees who have high motivation for public service will show more professional, ethical, and community-oriented behavior. Research by Kurniawan (2021) supports this, where employees with high PSM levels tend to show better service performance and maintain their professional ethics.

From the perspective of theory and previous research, the results of this study show that the application of employee ethics can answer the public's negative perception of a bureaucracy that is complicated, slow, and has wild additional costs. When employees show an attitude of equality, professionalism, loyalty, and responsibility, public trust and legitimacy of government institutions will increase (Denhardt & Denhardt, 2015; Bovens, 2010). Although ethical principles have been applied in many aspects, there are still operational constraints, such as speed of service and time discipline, which show that the application of ethics is not only a matter of norms or guidelines, but also related to organizational capacity, human resources, and change management (Keban, 2019; Ramdhani & Gani, 2021). By strengthening the ethical aspect as observed, public services in the District Office can be more effective, in accordance with the vision and mission of excellent service as mandated in Law Number 25 of 2009 concerning Public Services.

4. CONCLUSION

Based on the results of the research, it can be concluded that the implementation of public services at the Tamalate District Office has been running in accordance with the provisions of Law Number 25 of 2009 concerning Public Services, although it is not fully optimal. Some of the service principles and procedures have been well implemented, but there are still inconsistencies between normative provisions and field practices, mainly due to external barriers, such as incompleteness of requirements files from the community.

In general, sub-district employees have tried to provide clear directions and information to the community in the administrative process, but from the aspect of work behavior ethics, there are still some employees who have not fully implemented a friendly and professional attitude as stipulated in Article 34 of Law No. 25 of 2009. Nevertheless, some employees have shown the implementation of a good ASN code of ethics, thereby increasing public comfort and trust in public services. In terms of leadership, the Tamalate Sub-district has shown a firm, fair, and competitive role in encouraging the improvement of service quality. However, overall, the behavior and professionalism of employees are still in the stage of improvement and need to be further strengthened so that public services can reach optimal standards.

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