

The Role of Public Administration Ethics in Achieving Good Governance in Indonesia

Dody Hermana

Department of Public Administration Science, Universitas Garut, Jawa Barat, Indonesia

Abstract: Bureaucratic reform is packed with reference to the principles of good governance as deemed appropriate guidelines in making the government able to work effectively in executing the policies that have been established. The ethics of government have an important role in realizing the promise of democracy in achieving good governance. Based on the research background this research used qualitative method where data obtained through observation and interview with some public officers. From the research, it can be known that Indonesian government has adopted the principles of good governance. It can be seen from the presence of a set of rules or policies associated with the operation of a government that is consistent with the principles of good governance. On the other hand, a set of rules relating to the ethics of public administration were also present. However, in terms of its implementation is still not optimal.

Key words: Good governance, government, democracy, policies, Indonesia, optimal

INTRODUCTION

Bureaucratic reform is a prerequisite given by the international financial institutions in providing assistance to countries affected by the economic crisis (Dennis, 2006). Multinational financial institutions such as the World Bank and the International Monetary Fund (IMF) strongly believe that this recipe efficacious, so they presuppose the same thing when helping Thailand and Indonesia during the Southeast Asian financial crisis in 1998.

Terms of bureaucratic reform is also a binding requirement in some countries within the framework of bilateral donor. Canadian International Development Agency (CIDA) for example having improved governance through mentoring project that aims to improve the capacity of community organizations, political institutions more democratic and human rights watchdog group. Likewise, the Swedish International Development Agency (SIDA) which emphasizes the government's efforts to create more work at national and regional level. SIDA supports programs related to government reform, good government system enhancement structure, the instruments and the ability to execute policy to become more democratic and effective (Dennis, 2006). The foregoing shows the need to reform the bureaucracy of a country that will receive donor.

Bureaucratic reform is packed with reference to the principles of good governance as deemed appropriate guidelines in making the government able to work effectively in executing the policies that have been

established. Even further, the United Nations (UN) declared that bad governance is being increasingly regarded as one of the root causes of all evil within our societies (Sheng, 2005). Despite its stated that good governance is an ideal difficult to achieve and totality. In fact, only a few countries have been able to implement nearly ideal.

On the other hand the ethics of government have an important role in realizing the promise of democracy. In a democracy, the government is obliged to treat everyone the same and provide the needs of their citizens. Through this ethic of public confidence in government is maintained. Ensure that public resources are used effectively and efficiently and keep the government to continue to provide the greatest benefits to its citizens. Ethics became one of the main components in the course of democracy in a country (Kazman and Stephen, 1999).

Further by Kazman and Stephen (1999) that: "when ethical wrong doings and scandals occur in government, they pose a threat to the democratic principles of the rule of law, equity and individual rights. Fraud, bribery and other abuses in government take the power from people and give it to a few in position of control which distorts the concept of the equality of all participants of public life". Clearly stated that ethics violations in the form of abuse of authority and bribery in the government other than a threat to democracy also rammed the concept of equality in the public service. Not surprisingly Frederickson (1993) predicted as "the beginning of an era of ethics" as a response to the surge in corruption in the

government. On this basis, a study on the ethics of public administration in relation to good governance becomes important.

Theoretical framework

Good governance: Many expert opinions relating to good governance but as a reference which can be used is the definition of the UNDP which states that good governance as “the process of decision-making and the process by which decisions are implemented (or not implemented)”. While Graham *et al.* (2003) states good governance as: “partly it is about how governments and other social organizations interact, how they relate to citizens and how decisions are taken in a complex world. Thus governance is a process whereby societies or organizations make their important decisions, determine whom they involve in the process and how they render account”. From both opinions, it appears that good governance refers to how the use of public resources effectively in order to achieve the objectives of government policy.

Public administration ethics: Ethics deals with good and bad assessment on every personal action associated with human behavior. In that regard, ethical administration in some literature refers to the ethical behavior of public officials, government and politics (Kudrycka, 2001). Thus, the ethics of public administration would be related to a set of norms, rules, assessment of public officials and public services. Further stated also that the public administration ethics is a condition of their public trust and the key to good governance. Public service is a public trust so that the public expects public servants serve the public interest in a fair, reliable and using public resources appropriately. Fairness and reliability of the public service is what will bring the public trust, creating a good business climate and contribute to economic growth.

Furthermore, Sirswal cites Gilman said that every code of ethics contains general rights and obligations. Also contained therein superior vision to guide individuals and organizations on the objectives to be achieved. In professional organizations including civil servants, codes of conduct become the main reference framework in their profession. Even this code became the basis in determining and claiming themselves that they have worked in a professional manner.

MATERIALS AND METHODS

The method used in this study is qualitative in which researchers directly observed the object of research for 6 months which is also accompanied by interviews

with several public officials from various government institutions. In addition, the researchers conducted studies with reference to the journal literature and research related to good governance and public administration ethics. In particular, this study also limits the assessment of the extent to which the Indonesian government has worked to lay the ethical values in the implementation of bureaucratic reform in Indonesia.

RESULTS AND DISCUSSION

The implementation of good governance in Indonesia:

The concept of good governance entered Indonesia in conjunction with the efforts to control the economic crisis in 1998. At that time the IMF requires the existence of bureaucratic reforms as a condition for disbursement of financial assistance to the Indonesian government. Until then stated that good governance becomes the main method to improve the quality of decisions taken by the government to improve the quality of life through the use of public resources effectively (Fikret, 2008).

The implementation of good governance in Indonesia refers to the principle as expressed by UNDP. In which there are eight principles (with variations) as a measure of the implementation of the good governance. Eighth principle it covers participatory, consensus oriented, accountable, transparent, responsive, effective and efficient, equitable, inclusive dan follows the rule of law (Sheng, 2005) (Fig. 1).

Meanwhile, Graham *et al.* (2003) are grouping principles Of good governance into five categories as the essence from eight principles proposed by UNDP. Apart than that basically the principles of good governance seeks to realize a governance that involves the community and base it on certain aspects that are considered essential in order to achieve the policy objectives are taken by the government (Table 1).

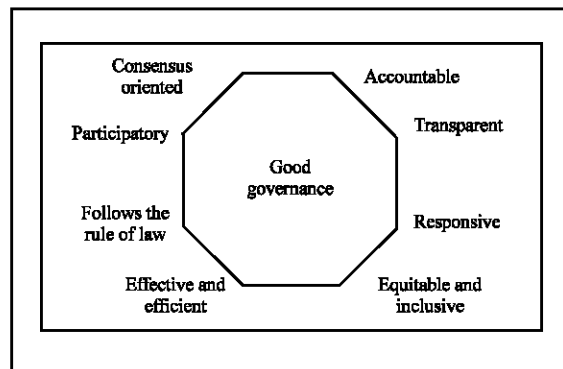


Fig. 1: UNDP Model of good governance (Sheng, 2005)

Table 1: Comparison of good governance principles from UNDP with Graham, Amos and Plumptre

The five good governance principles	The UNDP principles and related UNDP text on which they are based
Legitimacy and voice	Participation: All men and women should have a voice in decision-making, either directly or through legitimate intermediate institutions that represent their intention. Such broad participations is built on freedom of associations and speech as well as capacities to participate, constructively Consensus orientatations: Good governance mediates differing interests to reach a broad consensus on what is in the best interest of the group and where possible on policies and procedures
Direction	Strategic vision: Leaders and the public have a broad and long-term perspective on good governance and human development, along with a sense of what is needed for such development. There is also an understanding of the historical, cultural and social complexities in which that perspective is grounded
Performance	Responsiveness: Institutions and processes try to serve all stakeholders Effectiveness and efficiency: Processes and institutions produce results that meet needs while making the best use of resource
Accountability	Accountability: Decision-makers in government, the private sector and civil society organizations are accountable to the public as well as to institutional stakeholders, this accountability differs depending on the organizations and whether the decisions is internal or external Transparency: Transparency is built on the free flow of information. Processes, institutions and information are directly accessible to those concerned with them and enough information is provided to understand and monitor them
Faimess	Equity: All men and women have opportunities to improve or maintain their well-being Rule of law: Legal framework should be fair and enforced impartially, particularly the laws on human rights

Graham *et al.* (2013)

Apart from the theory of good governance, the Government of Indonesia has also adopted the principle of good governance in the government implementation in Indonesia. It can be seen from the publication of legislation which adopts the principle of good governance. This is evident in:

- Law No. 8 of 1999 concerning the implementation of clean state and free of corruption, collusion and nepotism
- Law No. 25 of 2004 concerning national development planning system
- Government Regulation No. 8 of 2008 on stages, procedure for preparation, control and evaluation of the implementation plan for regional development
- Presidential Decree No. 28 of 1999 on administrative reform
- Presidential Instruction No. 9 of 1999 on government performance accountability
- Decree of the Head of State Administration Institute: 239/IX6/8/2003 concerning the improvement of reporting guideline for government agencies performance accountability
- Ministry regulation of administrative and bureaucratic reform of the republic of indonesia No. 53 of 2014 regarding guidance on performance agreement, performance reporting and procedures for the review of government performance reports

The existence of a set of rules that are in line with the principles of good governance shows that have raised awareness about efforts to better government implementation. In terms of the principles of participation, consensus and strategic vision in the implementation of good governance, Law No. 25 of 2004 concerning national

development planning system entails development planning meeting (Musrenbang). Its management has also been in detail regulated by Government Regulation No. 8 of 2008 on stages, procedure for preparation, control and evaluation of the implementation plan for regional development. Regardless of the criticism over government that still not optimal in assimilate the community aspiration but with Musrenbang which is implemented in stages from the village level to the national level, indicating that the participation of communities have a place in the development planning process.

In terms of the application of the principles of responsiveness, effectiveness and efficiency and accountability, the government has issued Ministry Regulation of Administrative and Bureaucratic Reform of the Republic of Indonesia No. 53 of 2014 regarding guidance on performance agreement, performance reporting and procedures for the review of government performance reports. LAKIP drafting shows that the responsibility of government agencies is now entering a new pattern in which each government agency supposedly able to achieve the targets already established on RPJP and RPJM up an annual work plan. In fact, the initiative was developed and the preparation of this report formed contested and each government agency has compiled an assessment of LAKIP. Now, the performance achieves in terms of LAKIP assessment becomes measurement and prestige of government institutions in central and regional levels.

Various innovations on the principle of transparency is growing. Some counties and cities even open access to information regarding the complete annual activity plan. In Sumedang, West Java this is done by gluing pieces of information about the annual action plans that have been approved by the legislature in each government agency,

complete with the location and magnitude of its value. Batang in Central Java even made a special festival to convey the public about the activities to be undertaken by local governments within a year.

Still related to the principles of accountability, the BPK audit now also refers to the assessment format also used by private institutions. Opinion delivered by the BPK on the examination results, be the benchmark on how the work of government agencies from the financial side. Even the central government through the Ministry of Finance provides incentives to local authorities who were able to achieve an unqualified opinion on the results of the financial audit.

From the description above, it can be stated that in terms of governance in Indonesia, the principle of good governance has been adapted through a series of rules and innovation both at the federal level or the local level. Another goal is the development process that involves the community, run with the the principles that lead to prosperity.

The implementation of public administration ethics in Indonesia: Implementation of public administration ethics attached to civilian apparatus as the organizer of the government. Civil apparatus has a special responsibility because they are trusted by the public to organize existing resources on behalf of the public, providing a service to the public and public policy that will affect. Therefore, the public should be able to trust the integrity of government officials so that government officials are expected to maintain standards of professionalism, responsiveness and equality in service.

In this regard, Sirswal states that a set of ethical code and adequate details should be established to guide the civilian apparatus understand about what can and can not do. In the code of conduct it should also be clearly drafted what standards are expected to attend in itself a civil apparatus. In that regard the application of the ethics of civil apparatus in Indonesia can be seen in a series of rules of state administration, namely:

- Law No. 43 of 1999 on the amendment of Act No. 8 of 1974 on the fundamentals of civil service
- Law No. 5 of 2014 on the state civil apparatus
- Government Regulation No. 42 of 2004 on the mental development corps and the code of conduct for civil servants
- Government Regulation No. 53 of 2010 on discipline of civil servants

Law No. 5 of 2014 on the State Civil Apparatus (ASN) even explicitly states that the ASN as a profession based on the principles of codes of ethics and code of

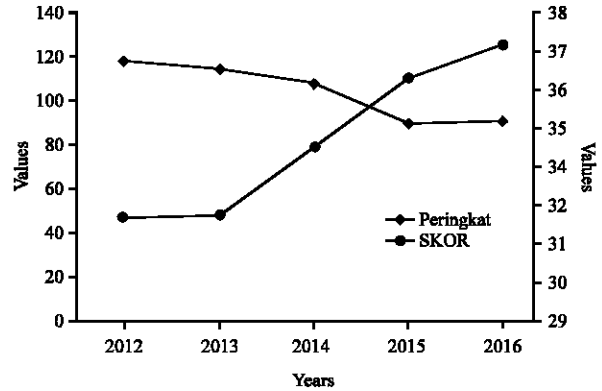


Fig. 2: Ranking and CPI scores of Indonesia, 2012-2016

conduct. Article 5 says that codes of ethics and a code of conduct aimed at safeguarding the dignity and honor of ASN. While under PP 42 2004 code violations are all forms of speech, writing or civil actions against the grain of soul corps and codes of ethics. Civil servants who breach codes of ethics will be sanctioned moral which is made in writing and acknowledged by the competent authority both moral sanction in the form of a statement in a closed or open.

Based on the explanation above it can be said that a set of rules about ethics of civil apparatus can be said to be sufficient. However in practice is still not optimal. One indicator can be seen on the main findings and recommendations of Transparency International (TI) in Corruption Perception Index (CPI). Indonesia's CPI score in 2016 increased slightly by one point at 37. The CPI scores were in the range of 0-100. About 0 means that the country is perceived as very corrupt while a score of 100 means that perceived very clean. The increase in score indicates the continuing positive trend in the eradication of corruption in Indonesia. As from 2012, Indonesia's CPI score increased five points in a span of 5 years (TII, 2017).

An increase of five points in a span of 5 years is considered too slow to achieve the target of 50 by the end of 2016. The increase in the CPI score is slow because of fighting corruption so far only focused on bureaucratic sector. Bureaucratic reform is to contribute to the improvement of public service integrity and accounted for the increase in the average CPI score 1 point each year. National corruption eradication strategy still does not give a large portion of the political corruption, corruption of law and business corruption (Fig. 2).

Indonesia has consistently demonstrated an increase in efforts to combat corruption in the public sector. Consistency improvements in the public sector will not immediately produce results if not accompanied by

Table 2: Ranking and scores corruption perception index 2016

Negara	Peringkat global (2015/2016)	Peringkat regional (2015/2016)	Skor (2015/2016)
Singapore (Skor Turun, Peringkat Naik)	8/7	2/2	85/84
Brunei	41	8	58
Malaysia (Skor Turun, Peringkat Turun)	54/53	9/10	50/49
Indonesia (Skor Naik, Peringkat Turun)	88/90	15/15	36/37
Thailand (Skor Turun, Peringkat Turun)	76/101	11/18	38/35
Philippines (Skor Tetap, Peringkat Turun)	95/101	16/18	35/35
Vietnam (Skor Naik, Peringkat Turun)	112/113	17/21	31/33
Laos (Skor Naik, Peringkat Naik)	139/123	21/23	21/30
Myanmar (Skor Naik, Peringkat Turun)	147/136	24/25	22/28
Cambodia	150/156	25/28	21/21

Transparency International Indonesia in 2017

concrete measures on all parties to boost the integrity of the business in private sector. Experience in many countries shows that the combination of this strategy will accelerate the realization of good governance and a conducive business climate (Table 2).

Transparency International Indonesia (TII) said Indonesia's Corruption Perception Index (CPI) in 2016 rose one point by 37 from a peak of 100 but globally the position of Indonesia still ranks 90th. TII mention scores 37 points is obtained through a survey conducted in 10 cities in Indonesia. Although, it rose one point but globally, Indonesia ranks 90th from 176 countries measured in the world. Bureaucratic reforms undertaken by the government contribute significantly to the increase of corruption perception index. However, the latest increase was due the eradication of corruption only focus on the bureaucratic sector still has not touched the private sector. Note of Home Affairs Ministry said about 343 regents/mayors and 18 governors stumble corruption. Graham *et al.* (2003) <http://www.suara.com/news/2016/08/11/054655/kpk-sebanyak-361-kepala-daerah-terlibat-korupsi> (Accessed on 27 March 2017).

Among Asian countries, Indonesia's score is still below Malaysia (49 points), Brunei (58 points) and Singapore (85 points) but still above the Philippines (35 points) Thailand (35 points), Vietnam (33 points), Myanmar (28 points) and Cambodia (21 points). However, Indonesia is the only ASEAN country that experienced a consistent increase in scores in last 5 years. The increase in the CPI scores make Indonesia a position closer to the ASEAN regional average by 41 (TII, 2017). With a combination of bureaucratic corruption eradication strategy and grand corruption involving the private sector is not possible in 5 or 10 years Indonesia has been in the top position mean score in elite group G20.

CONCLUSION

From the above presentation can be drawn the conclusion that in the government administration,

Indonesia has adopted the principles of good governance. It can be seen from the presence of a set of rules associated with the operation of a government that is consistent with the principles of good governance. On the other hand, a set of rules relating to the ethics of public administration were also present. However, in terms of its implementation is still not optimal. Persistently high corruption cases show that there is still unfinished homework related to the ethics of public administration.

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