

Do the Ethical Values of State Civil Apparatus Help to Achieve Good Governance in the Administration of Public Services?

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Abstract. The main problem in this research is whether the ethical values of state apparatus can help to achieve good governance. Based on the perspective of General and Character Education, through the method and approach of hermeneutic-phenomenology, this research attempts to seek for the answers regarding the major underlying factors causing the emergence of bad governance phenomenon from the aspects of individual and social morality. The theoretical foundation is based on a multidisciplinary perspective, on a philosophical basis, (theories of ethics, governance ethics, and public administration concerning the concept of good governance) along with the idea of lifelong education relating to character education for adults. The expected results can be used as a reference in efforts to prevent corruption as a strategy to achieve good governance; which is the novelty of this research. The results of this study indicate that the ethical values of State Civil Apparatus can help to achieve good governance, shown by the conceptual analyses of a number of cases of public service phenomena in Bekasi City and Bekasi Regency, as well as by the results of previous research. Therefore, they suggest the existence of universal truth. The conclusion of this research proves that the development of the ethical values of State Civil Apparatus can help to achieve good governance in the administration of public services. From the case of bad governance phenomenon in several public service units whose Community Satisfaction Index indicators are low, it shows that the cause is due to the lack of the ethics from the State Civil Apparatus. For that reason, value education in order to develop the ethics of State Civil Apparatus is highly recommended.

Keywords: *Ethical Values of State Civil Apparatus, Good Governance, Public Services.*

Introduction

Since the Reformation Era, ethical values have become the main indicator as the basis for evaluating the quality of state civil apparatus. This is part of the efforts to eradicate corruption, collusion and nepotism (KKN) that occur within State Civil Apparatus (ASN). *Jokowinomics.com* mentions that in 2014 the number of Indonesian corruption cases increased by 12%, amidst the government's efforts in eradicating corruption, as stated by Ade Irawan of the Indonesian Corruption Watch (ICW) Institute. From the Police and Corruption Eradication Commission (KPK) reports, 629 corruption cases of corruption with various types were recorded, including bribery, abuse of authority and funds, and falsification of data. Ade Irawan pointed out that from the facts, there are only two possibilities; the better performance of the KPK, or the increase in corruption cases (<http://www.jokowinomics.com/2015/02/20/berita/ekonomi/jumlah-kasus-korupsi-indonesia-meroket-di-tahun-2014>) [1].

The issue of the weak capacity of the State Civil Apparatus in Indonesia in general cannot be denied. This phenomenon is partly based on public opinion on the process of public services which is considered slow and tends to be convoluted, so it is not effective and efficient. This becomes the main indicator of the cause of public dissatisfaction when evaluating the performance of the State Civil Apparatus. In addition, the lack of clarity about the procedures and costs of public services engenders a slot for the possibility of Corruption, Collusion and Nepotism (KKN). Overall, it becomes the indicator of poor public service systems (Mustafid, 2017). [2].

The afore-mentioned phenomenon is called "the phenomenon of bad governance", which requires the government's revolutionary efforts to improve the credibility and performance of the State Civil Apparatus. Such a phenomenon also occurs in various public services at lower level, both in City and Regency areas, with more or less similar or different cases and causes. This is evidenced by the arrest of several regional officials, including: regents, mayors, governors and members of the council, as well as several other officials who got caught in the law because they were involved in corruption cases since the reform era, especially since 2014/2015. Consequently, they were sent to prison (<http://www.dw.de/daftar-tangkapan-terbesar-kpk/a-18214980>) [3].

The various facts and research findings above indicates the weak enforcement of ethics in state civil apparatus when it comes to the administration of public services. On one hand, the government continues to encourage the state civil apparatus to make governance ethics a fundamental guideline in carrying out their duties and obligations as a government bureaucracy. On the other hand, the central government through the ministry of Bureaucratic Reform and State Apparatus Empowerment is trying to design a bureaucratic reform strategy and to disseminate bureaucratic reform to all levels of government organizations. The forms of government efforts to uphold bureaucratic ethics in governance include designing bureaucratic reform policies, strengthening bureaucratic institutions, conducting objective oversight, and enforcing the law with justice. (Wiranta, 2015; Yuslim, 2013; Watunglawar, 2015) [4].

In line with the findings of the research, the government of President Joko Widodo's vision and mission attempted to make serious efforts in order to achieve good governance in all fields through the "mental revolution" movement in the context of bureaucratic mental change that supports the realization of good governance. The efforts are stated in the nine-priorities agenda called "Nawa Cita", particularly in the 2nd one, concerning the efforts to "build clean, effective, democratic, and reliable governance", and the 8th one regarding the necessity to carry out "the revolution of character of the nation" (http://www.kpu.go.id/koleksigambar/Visi_Misi_JOKOWI-JK.pdf) [5].

Efforts to develop human resources to improve the capacity of the state apparatus by the government have been undertaken in various forms. They include holding Pre-service training for Prospective Civil Servants, Education and Training for prospective Echelon Officials, and Technical Guidance for State Civil Apparatus (Samsir, 2017; Mustafid, 2017) [6]. In terms of the public service system, related to licensing and non-licensing which was originally still practiced by several agencies / offices with long procedures, it has been changed to a one-stop service system by implementing an Electronic Governance (E-Governance) or "simplified" system of public services with an on-line system (Efrianti & Lestari, 2017; Chintyawati & Handayani, 2017; Lin, Eisingerich, & Doong, 2017). [7]. Nevertheless, in reality the practice shows that not all types of licensing can be held in an integrated manner by an Integrated Public Service Agency (Fauzan Suhita & Bhudianto, 2016; Febliany, Fitriyah & Paselle, 2017). [8].

The explanation above shows that the Indonesian government has worked hard to uphold bureaucratic ethics in order to achieve good governance through programs that must be realized in the framework of national development. In reality, these ideals have not yet been well-implemented. Government bureaucracy is still accustomed to bad governance practices. Government ethics that have been outlined in various forms of legislation cannot be effectively implemented (Mustafid, 2017; Munthe, 2018; Toni, 2017). [9]. Nevertheless, the government seems to be consistent in carrying out bureaucratic reforms in order to produce state civil apparatus with integrity, that always use bureaucratic ethics as a guideline in performing their duties and obligations as a good government bureaucracy (Wiranta, 2015; Yuslim, 2013; Watunglawar, 2015) [10].

Referring to the findings of other pieces of research mentioned above, this one tries to find out whether the ethical values of state apparatus can help to achieve good governance in the administration of public services. This research is a part of a dissertation whose research objects are located in Bekasi City and Bekasi Regency. The preliminary research was conducted at the Office of Investment and Integrated One Stop Service (DPM-PTSP) of Bekasi City, which was established in order to support the implementation of good governance according to the visions of Bekasi City, namely vision 1: "Ihsan" (good) and the 1st mission regarding the implementation of good governance (Bekasi City DPM-PTSP Strategic Plan 2013-2018) [11].

The research which took place in Bekasi City was then compared to the results of a survey on other public service units in Bekasi Regency. The aim is to highlight the similarities or differences in terms of essence concerning the phenomenon of bad governance in relation to the implementation of the ethical values of state apparatus to achieve good governance in public service administration. As for the main purpose of this research, it is to determine whether the ethical values of state apparatus can help to achieve good governance in public service administration. In addition, it also aims to determine the concepts and models of effective education to develop the ethics of state civil apparatus in order to achieve good governance.

Literature Review

Immanuel Kant's Deontology Ethics/Obligation Ethics Theory ("Categorical Imperative") as the Foundation of Government Ethics

The implementation of the foundation of government ethics and the principles of good governance in public service administration was analyzed by referring to the ethical theory of obligation / deontology (Categorical Imperative) which emphasizes the necessity to do good in order to carry out moral obligations (Immanuel Kant, 1724-1804). This is based on the consideration that the moral subject in this research is the state apparatus whose primary obligation is to serve the public interest. According to Immanuel Kant, the human obligation to do good is not because of natural spontaneity, but rather it is because they obey and respect moral norms, that the act must be carried out (Bertens, 2013: 197-199). [12] Kant points out that there is a need for rational arguments for moral judgment and action, as Immanuel Kant's ethical principles emphasize ratio, autonomy of will (freedom), and reason (conscience) which contains the unconditional obligation to do good as an element of moral awareness in making decisions to act morally (Magnis Suseno, 2013:145-152) [13]. Autonomy of the will comes from within, namely "the voice of conscience", an existence of reason in the form of "moral awareness" of the presence of an absolute obligation. This conscience becomes an understanding of good deeds without limits (Magnis Suseno, 2013:152-153) [14]. Conscience is our moral awareness of our obligations and responsibilities in concrete situations (Magnis Suseno, 1985:53-54) [15].

It can be concluded briefly that Immanuel Kant's "obligation ethics" theory suggests that the necessity to do good for humans has a transcendental and psychological basis (freedom of will) as well as rational argument. The moral transcendental foundation comes from the unconditional human voice as a source of moral goodness. On the other side, morality must also have rational arguments that can be accounted for, namely the freedom to make decisions to do good

without coercion (moral awareness). Immanuel Kant's ethic theory of obligation becomes a moral foundation as a basis for analyzing the implementation of government ethics in the practice of public service administration.

Government Ethics and Good Governance

The object of government ethics is related to the views and judgments about the good and bad behavior of the government apparatus. If viewed from the type of ethics, then government ethics include normative ethics, namely ethics that involves judgments about human behavior. Thus, it is not neutral (Bertens, 2015:14) [16]. Ethics of government in terms of its function is intended as a guide to act for the government apparatus in carrying out public service duties in which there are obligations that must be obeyed by the state apparatus in serving the public interest.

The ethical principles of government administration (Liang Gie, The., 1994) comprise six main principles, namely: Responsibility, dedication, loyalty, sensitivity, equality, and equity [17]. Kumorotomo (1999:146-147) in his book entitled 'Ethics of State Administration', referring to Herbert J. Spiro's opinion, argues that Liability in the theory and practice of governance consists of three meanings: a) Liability as accountability, both explicit and implicit. Explicit accountability relates to the way in which official tasks are performed; b) Liability as causality, both explicit and implicit. Explicitly in this case is related to sources, knowledge, choices or alternatives, and the purpose of carrying out the task; c) Responsibility as an obligation; which basically is the responsibility of a government apparatus in accordance with their capacity or position, duties, and authority [18].

Education of Value, Problem of Ethics, and Bad Governance

Winecoff (1987:1-3) explains that value education at least includes a 3-dimensional discussion: "identification of a core of personal and social values, philosophy and rational inquiry into the core, and decision making related to the core based on inquiry and response" (identification of personal values and social values, philosophy and rational examination, and decision making about values based on examination and responses or attitudes towards values). The scope of value education basically involves rational thinking of individual or personal and social values based on philosophical foundations and how decisions are taken by individuals and social actions based on examinations and attitudes or responses to these values [19]. Based on Winecoff's (1987) opinion, the scope of value education is not limited to the efforts, methods and processes of discovering values in a particular environment, but rather encompassing the human environment as individuals and socially based on rational or philosophical considerations and investigations or examinations of values. Likewise, the phenomenon of bad governance as one of the problems in the practice of governance is part of the Value Education object that deals with issues of national character (the character of the state apparatus) because it involves the complexity of the values of human life.

Referring to the design of character education (moral) according to Thomas Lickona, character education aims to produce the formation of students' character which includes moral knowledge (moral knowing), feelings (moral feeling), and moral action (moral action) (Lickona, 2013: 106) [20]. The phenomenon of bad governance in the perspective of learning ethical values is a phenomenon of failure of the ethics education of the state apparatus. If viewed from the Lickona theory, in general the process of learning ethical values by the state apparatus has only reached the stage of moral knowledge (moral knowing). Therefore, it has not succeeded in awakening high moral awareness for them so as to be able to control their behavior to make decisions according to moral in situations and conditions considered as a dilemma. Value in this case is not yet an attitude that drives actions or a decision that deliberately rejects actions, as suggested Knikker (1977:3): "Value is a cluster of attitude which either generates an action or a decision to deliberately avoid an action" [21].

Based on the findings of various bad governance phenomena as outlined above, there is a need for a concept of value education that does not only stop at the level of formal education, but continues throughout life (Life long Education), which is by developing the concept of Moral and Character Education as suggested by Larry P. Nucci and Darcia Narvaez (2016) [22]. The concept can be applied in government organizations and work environments, especially in public service agencies or institutions. The goal is to develop values continuously in order to shape the character of state apparatus, so that they have a high level of moral awareness that is precise, effective, and efficient.

The value education model as a substance of General Education was also put forward by Schilling and Smith (2010) in Paul Hansted (2012: 6-7). They argue that in order to improve skills in occupational organizations, a general education concept model is needed, as shown in the following table:

Table 1. General Education and the Major: Another Alternative Perspective By Schilling and Smith (Paul Hansted, 2012:6-7) [23]

First Year	General Education	Major
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The model allows the achievement of organizational development goals through sustainable human resource development where mental guidance and human resource development are not only given at the beginning of their entry into the workforce, but are continuously carried out as a consequence of the application of the concept of "lifelong" learning, both in formal, informal and non formal education environments (UNESCO).

The development of human resources in the perspective of value education both for the development of individual and social values refers to Phenix's opinion (1964: 6-8), regarding the six patterns of meaning / values in human life, which include:

1. *Empirical meaning*, namely the ability to interpret objects through the process of investigation and empirical analysis.
2. *Symbolic meaning*, namely the ability of humans to communicate / speak and count (mathematics).
3. *Aesthetic meaning*, namely the ability to interpret the beauty of visual arts, and natural phenomena.
4. *Synnoetic meaning*, namely the ability to interpret the appropriateness of an action based on a sense of consideration (psychological) and thought / ratio.
5. *Ethical meaning*, namely the ability to interpret moral behavior (good and bad).
6. *Synoptic meaning*, namely the ability to interpret history, religion and philosophy. [24].

The above six meanings / values are a set of elements of the potential for forming a complete human being as suggested by Notonagoro (1986), stating that naturally every human being is a monopluralist (consisting of various elements but constitutes a unity) [25]. Those six meanings became the framework of a holistic analysis of the implementation of good governance and the phenomenon of bad governance based on the ethical concepts of government and public administration, as well as other relevant theories.

A holistic and integral approach based on the hermeneutical phenomenology method of the phenomenon of "bad governance" is the novelty of this research. This is based on the assumption that the phenomenon of "bad governance" is an individual and social moral problem in the lives of people and government organizations that are not only the objects of government and public administration, but also the objects of value education.

Based on the findings of previous studies, it can be concluded temporarily that the problem of the phenomenon of "bad governance" is related to the role of moral values / ethics of the state apparatus on self-control and individual character in the work environment, as well as in government organizations. Ethical values in this case become a framework for achieving the balance of individual life needs, personal development, continuing education, and level of welfare, so that it is expected to shape the character of the state apparatus towards a complete human being (as "mono-pluralist" according to Notonagoro, 1986). By nature, humans have the potential for the afore-mentioned six systems of meaning / values (empirical, symbolic, aesthetic, synnoetic, ethical and synoptic) that can be developed to form the complete nature of humans (Phenix, 1964). The six value systems in the environment of government organizations are developed in order to achieve good governance through Education and Training program, Technical Guidance, and mental and spiritual development by superiors to subordinates on an ongoing basis.

Formulation of Problem

This research attempts to find out whether the ethical values of state apparatus can help to achieve good governance? The focus departs from the problem of bad governance in the perspective of individual and social morality, which centers on the concept of value education for state apparatus in order that they can implement the principles of good governance. Synergistically, the research problem can be mapped in the context of the relationship between Value Education, Problem of Ethics, and the Phenomenon of Bad Governance in the following chart:

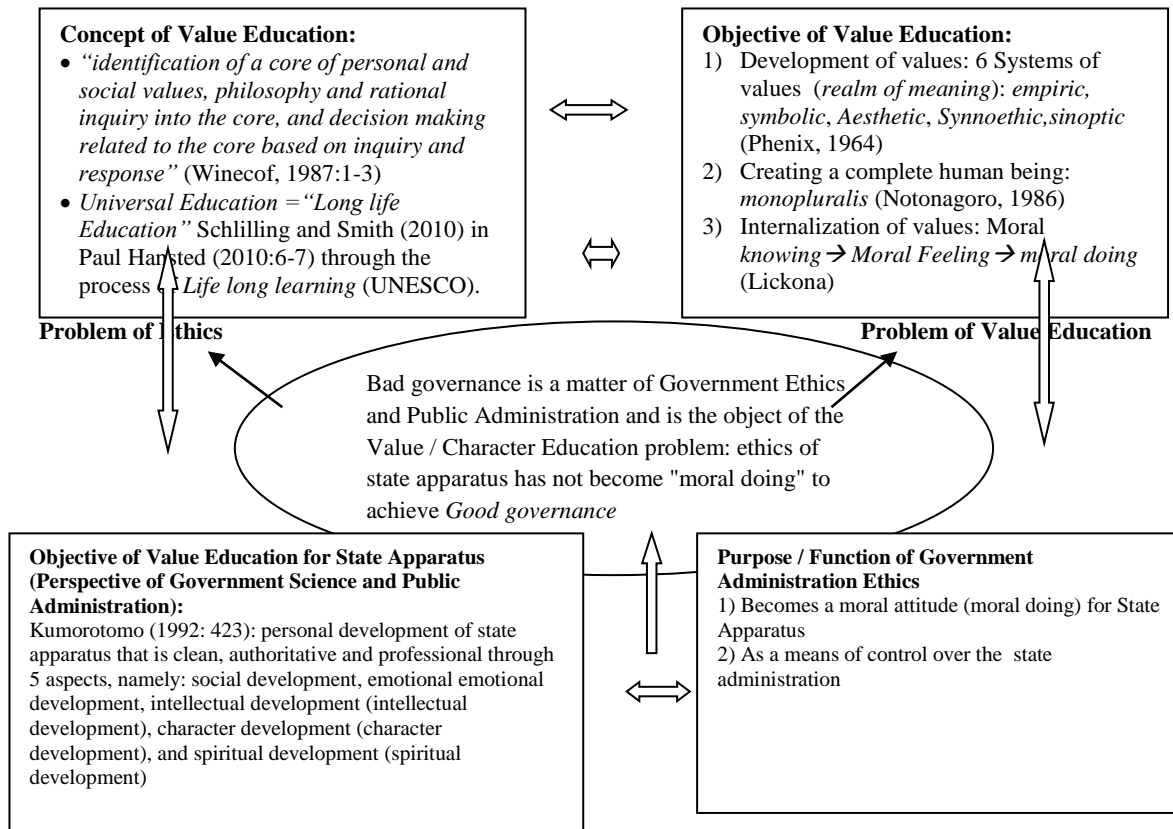


Chart 1. The Relationship between Value Education, Problem of Ethics, and Bad Governance (Fadhilah, 2020, Doctoral Thesis Research) [26].

The Phenomenon of Bad Governance

Related to the phenomenon of "bad governance" especially around corruption, collusion and nepotism, various studies have been conducted in various countries around the world to figure out the factors that hinder corruption eradication efforts. Jeremy Pope (2003) argues that the starting point of efforts to control corruption must depart from the perceptions or perspectives of the people who hold high positions (2003: 32). [26]. This is based on the experience that one's perception or perspective and assessment regarding an action considered to be good or bad (including corruption or not corruption) will determine their attitude and actions towards the act.

On the other hand, the problem of corruption is the ability of individual internal control over external negative factors that reflect the individual character of the state apparatus. This is evident, among others, from the results of a 2012 experimental study conducted by Novita Puspasari, a master's degree holder in Accounting Sciences at Gadjah Mada University and Eko Suwardi, also of Gadjah Mada University, which revealed the following: Individual morality and internal control are hypothesized to interact with each other in influencing the tendency of accounting fraud. Individuals who have a high moral level are hypothesized that they will not commit accounting fraud on the condition that there is no internal control element. Individuals who have a low moral level are hypothesized to commit accounting fraud if there is no element of internal control (Novita Puspasari and Eko Suwardi, 2012) [27].

This hypothesis shows the influence of the low moral quality of the individual character of the state apparatus to the tendency to commit acts of corruption in the absence of internal control (supervision) of their work in matters of financial administration. Conversely, whether or not an internal supervision of the attitudes and behavior is present, the state apparatus with high moral quality will not be affected when carrying out their duties relating to financial administration.

In connection with the process of developing young people's individual identities with the world of work, new insights about the emergence of new meanings in careers that involve four factors are relevant to the process, namely: sustainable inequality, the context of choice, flexibility in decision making and readiness to make changes and choices to achieve a balance between personal development, well-being, the demands of continuing education and job careers (International Journal of Lifelong Education, Volume 26, Number 5, September 2007, pp. 495-511) [28].

Previous Research Concerned with the Influence of Ethical Values in Improving Public Services

Some research findings related to this research object can be mapped as follows:

Yuslim., Djumadi., Sugandi (2013) in his research entitled "Development of Apparatus Resources in Improving Public Services in the Tenggara Sub-District Office of Kutai Kartanegara District (Study of the Implementation of Government

Regulation No. 42 of 2004)" through education and training approach, concluded that Development of Apparatus Resources in addition to improving skills can also improve the attitudes and behavior of the apparatus in an effort to improve public services [29].

Rony Setiawan's dissertation research results (2015) mention that servant leadership is correlated with the good and bad or poor performance of public services. The servant leadership values which are reinforced with the values of spirituality can affect the performance of public services [30].

M Fauzan, D Suhita, W Bhudianto (2017) also conducted a similar study with the title "Effectiveness of Licensing Services at the Integrated Investment and Licensing Agency (BPMPTK Kota Surakarta)". Based on several factors relating to ethical standards of public service, he concluded that: 1) punctuality of settlement is pretty good; 2) the effectiveness of licensing services is quite good; 3) Responsiveness to permit applicants is good; 4) procedure is simple; 5) cost is transparent [31].

Chintyawati, NHandayani (2017) from the results of her research entitled "Public Service Delivery in the Surabaya One-Stop Integrated Service Unit (UPTSA)", also concluded that the performance of UPTSA in Surabaya based on PERMENPAN (Ministerial Decree) No. 001/2015 can be considered effective, objective, transparent and comprehensive. However, there are components that need to be improved thoroughly, namely: (a) Complaints management, b) Public Service information system. This needs improvement in the attitude of public services, including: 1) always being responsive to the development of regulations in accordance with predetermined standards. 2) Improving the management of complaints and information systems of public services that are good and fast, either directly or through online information [32].

Hidayat Mustafid (2017) in his research entitled "Improving the Performance of State Civil Apparatus through Organizational Culture" concluded that the improvement of HR performance can be done by fulfilling HR needs and incentives, applying norms that characterize HR, as well as increasing potential and promotion for employees who excel. Therefore, he recommended the need for a new paradigm in the fields of management, human resources and development to face new problems and challenges by means of break through thinking process [33].

Methods

This research uses a qualitative approach, namely: Hermeneutical-Phenomenology, which departs from a case study of public services in Bekasi City, but becomes a common phenomenon in various cities in Indonesia. The reason for using Hermeneutical-Phenomenology method is in preliminary research (Fadhilah, 2020) [34]. The problem in this research is related to the problem of the complexity of individual and social values that underlies the emergence of the phenomenon of bad governance as a constraint in implementing the principles of good governance. Therefore, it cannot be analyzed only based on a positivistic approach. In this follow-up research, the method is used to highlight the answer whether the ethical values of state apparatus can overcome the problem of bad governance in order to achieve good governance?

The Hermeneutical phenomenology approach by Paul Ricoeur (1985, 1986, 1991a, 1991b) in the humanities literature is recognized as a rigorous interpretation method, because it brings researchers to an understanding of objective, comprehensive and systematic phenomena, especially in explaining self-identity objectively (Smith, 1997; Scott-Baumann, 2003, in Bagus Takwin, UI-Press Staff). [35]. The hermeneutical phenomenology method is a phenomenological method that studies the interpretive structure of experience, by understanding and uniting things around us, or ourselves and others (Encyclopedia of Phenomenology, Kluwer Academic Publishers, 1997). [36]. In this research, this method was carried out by digging information from public service officials in Bekasi City on the quality of public services in the office and the community using the public services, both in Bekasi City and Bekasi Regency.

The research was conducted through in-depth observations of empirical phenomena originating from case studies and the process of hermeneutical phenomenology reduction, interpretation and analysis of quantitative data, as well as qualitative data about the Community Satisfaction Index of the quality of public services in public service unit offices in Bekasi City and Bekasi Regency relating to the supporting factors and obstacles in implementing Good Governance principles.

Data verification (triangulation) was carried out with primary and secondary data cross-check, through interviews and questionnaires to respondents about public services in the City and Regency of Bekasi. In addition, verification of the data was also strengthened by various findings uploaded through the official website of the relevant department, as well as direct responses by the users of public services in the form of complaints, suggestions, or compliments. The entire data were analyzed through reduction stages so that the substance of the problem could be identified.

Based on the data this research tries to formulate the issue of whether the Ethical Values of State Apparatus can help to achieve Good Governance in the public services in Bekasi City, as well as in Bekasi Regency based on the approach of Government Ethics / Public Administration as a contribution to the Value Education in the field of Government Science and Public Administration. The results of this study are recommendations for the development of Government Ethical Values through the learning system of Government Ethics courses in Higher Education and the Guiding model for state apparatus to achieve good governance.

Results and Discussion

Preliminary Research Conclusions: The Implementation of Good Governance Principles of Bekasi City Based on the results of the Interview with six Officials at the Office of Investment and One Stop Integrated Service (DPMPTSP) (Fadhilah, 2018) [37].

Based on the results of interviews with six officials at the DPM PTSP Office in Bekasi City, the implementation of the principles of good governance in general is considered good. Meanwhile, community participation is of sufficient quality. As for the public assessment regarding the administration of public services according to the Principles of Public Services stated in the Ministerial Decree No. 63/2004 [38] in the DPM-PTSP Office in Bekasi City, based on the results of the distribution of questionnaires to 25 respondents who use licensing services, the lowest indicator value is in terms of time certainty. In this case, the time required according to the public service operational standards (SOP) of the majority of respondents' answers (11 respondents = 44%) only rate sufficient. While other indicators: simplicity, clarity, accuracy, security, responsibility, completeness of facilities, ease of access, discipline and comfort, the majority of respondents rated it good. Thus in general the quality of public services in the DPM-PTSP office is considered to be good according to the service management concept (Ratminto and Atik Septi Winarsih, 2007) [39], although it is not yet optimal. This is based on the respondents' answers and complaints from the users of public services regarding the certainty of the time needed to take care of licensing which tends to be delayed, not in accordance with SOP.

On the other hand, the community expects a service that is fast, transparent and straightforward. This is based on the Foundation of Ethical Governance: The Sensitivity Principle (The Liang Gie, 1996) [40], which shows that there is still a lack of responsiveness of the public service apparatus in meeting the expectations of the community. These conditions trigger the opportunity for illegal fees to accelerate the process of public services. For service users who tend to be pragmatic and hedonistic, this encourages them to give tip money to licensing brokers, because of the considerations of time and cost efficiency, especially for those who are busy and cannot leave their work to take care of licensing.

The phenomenon of the slow process of service also occurs in various other public service units, both at the City, Regency, District and Village levels, but with different backgrounds. If the slowness of public services is caused by facilities and infrastructure factors, this is easily overcome. However, if the cause is due to individual personality factors and organizational culture, then this is an attitude of lack of responsiveness from the state apparatus to the needs of the people who use their services. This phenomenon is a matter of individual character (Character Matters) (Lickona, 2012) which is a factor constraining the implementation of the principles of Good Governance in public service administration that are sourced from moral values and character. This is an indication that there is still a phenomenon of "bad governance" as the background of this research. The data was based on the results of the interviews with several Bekasi City DPM-PTSP officials, namely the Sub-Division Head of Planning and the Sub-Division Head of General Affairs and Personnel.

The phenomenon of "bad governance" is a problem of values and character education that must be solved integrally, so that it is not only an area of governance and public administration. The question is whether the ethical values of the state apparatus can change the phenomenon for the better, so that good governance can be achieved.

Based on the results of the interviews with several DPM-PTSP officials and some public service users, the problem of the minimum implementation of the principles of Good Governance in public services was not only caused by facilities and infrastructure factors, but also character factors. This is the reason for the need to foster DPM-PTSP employees independently or autonomously, without relying on BKD (Regional Personnel Agency) as before, in order to improve the quality of public services through developing the ethical values of the state apparatus to increase awareness and responsibility, honesty, and responsiveness and care for the needs of the community.

This encourages various efforts to improve the quality of public services by PTPM DPM, including through mental development of employees in order to strengthen the ethical values of state apparatus, both formally (through weekly briefings, after every Monday ceremony, leadership meetings, as well as non formal occasions (during recitation, dawn lecture after dawn prayer in congregation / mobile dawn prayer and Friday sermons), and religious lectures at important moments occasionally. DPM-PTSP always strives to improve the quality and capacity of employee performance by holding technical guidance in accordance with the needs of employees. In addition, DPM-PTSP has sought to make a breakthrough (innovation) to respond to the needs of public service users to obtain licensing services more quickly and transparently through simplification (public services by means of an on-line system). This is intended to minimize the chance for a case of "illegal levies" which has been a bad image of public services, due to the slow and convoluted process of public services so that it is exploited by unscrupulous brokers in managing licensing.

Innovations continue to be made by the Bekasi City PMB-PTSP for the improvement of public services by opening the "Integrated Public Service Mall" program at Lotte Mart Bekasi. The purpose of opening the "Integrated Public Service Mall" is intended to help people obtain licensing services, as well as non-licensing services more easily, quickly, comfortably, and transparently.

The Phenomenon of Public Services in Bekasi Regency

The general phenomenon of public services in the Bekasi Regency DPM-PTSP that can be observed is the launch of the KLIK (Ease of Direct Investment in Construction) Program as revealed by Muhammad Said, the Head of the Development of Licensing Promotion at the Office of Investment and One-Stop Integrated Service (DPMPTSP) of Bekasi Regency. The KLIK program is a directive from the central government that aims to facilitate licensing for investors who want to invest their capital in Indonesia. In principle, it makes it easy for companies in industrial estates that allow investors, including Lippo Group, Bekasi Fajar and Delta Silicon, Marunda Land, Deltamas and Jababeka III, MM 2100 and KITIC Industrial Estates to immediately build their factories without having to wait for the issuance of the Establishment Permit. The KLIK program is expected to further increase investment in the Bekasi Regency area (Said, Bekasi / Regency / Follow Daktacom, Tuesday, 03/06/2018 15:57 WIB) [41].

The launch of the KLIK program which aims to facilitate licensing for investors who want to invest in Indonesia, in terms of discipline has the potential to cause weak enforcement of discipline in managing business licensing. The KLIK program makes it easy for companies in industrial areas to directly build their factories without having to wait for the issuance of permits to construct a building, despite the fact that the development procedures are still monitored by a joint team from the Bekasi Regency's DPMPSTP.

The phenomenon became increasingly clear with the discovery of the case that befell the Regent of Bekasi and 8 officials related to the alleged bribery of the Meikarta project licensing that occurred on 15 October 2018 (TRIBUNNEWS.COM). [42].

The Bekasi Regency's Office of Population and Civil Registry has a vision: "Improving the quality and accountability of government services and realizing the expansion of community participation in development". To achieve this vision, a mission is needed. The mission of the Bekasi Regency's Population and Civil Registry Office is "To Achieve Quality public services in the population administration services" (<https://disdukcapil.bekasikab.go.id>) [43].

The profile of object of research in Bekasi Regency based on the employment status of the HR is seen the following table:

Table 3. The Quality of the Implementation of Public Services at Bekasi Regency's Office of Population and Civil Registry based on Public Service Principles according to Ministerial Decree (MENPAN Number 63/2004)

n=20

No	Principles of Public Service	Public Assessment on the Quality of the Implementation of Public Services			
		Poor (%)	Fair (%)	Good (%)	Excellent (%)
1	Simplicity (no convolusion: one-stop / one-stop service, or still separate between different work units)	9/20= (45%)	10/20= (50%)	1/20= (5%)	0/20= (0%)
2	Clarity in terms of: a) technical and administrative requirements/procedures for public services; b) officials responsible for public services and problem solving c) details of the cost of public services and payment procedures	2/20= (10%)	15/20 = (75%)	1/20 = (5%)	0/20 = (0%)
3	Certainty of time (time required in accordance with public service operational standards / SOPs)	17/20 = (85%)	3/20 = (15%)	0/20 = (0%)	0/20 = (0%)
4	Accuracy: public service products are received correctly, correctly and lawfully	3/20 = (15%)	15/20 = (75%)	2/20 = (10%)	0/20 = (0%)
5	Security (public service processes and products provide security and legal certainty)	5/20 = (25%)	12 /20 = (60%)	3/20 = (15%)	0/20 = (0%)
6	Responsibility (services that can be accounted for in accordance with regulations and legislation)	11/20 = (55%)	7/20 = (35%)	2/20 = (10%)	0/20 = (0%)
7	Completeness of facilities and infrastructure (adequate facilities in carrying out public service activities)	16/20 = (80%)	4/20 = (20%)	0/20 = (0%)	0/20 = (0%)
8	Ease of access (ease of location and use of facilities in public service procedures)	11/20 = (55%)	9/20 = (45%)	0/20 = (0%)	0/20 = (0%)
9	Discipline, Politeness (discipline and polite attitude of public service)	13/20 = (65%)	7/20 = (35%)	0/20 = (0%)	0/20 = (0%)
10	Comfort (comfort of the situation and conditions in the room / environment of the public service process)	15/20= (75%)	5/20= (25%)	0/20= (0%)	0/20= (0%)

Data Source: Research results (Fadhilah, 2018) [44].

Based on statistical theory calculations to measure service quality in Table 3 (Tjiptono, 1998: 69)—dimensions of data service quality—, Weight Mean Score (WMS) data analysis can be used. The mean of public service quality is obtained as follows:

$$M = \frac{\sum f(x)}{n}$$

Clarification:

M = acquisition of interpretation figures;

f = Response Frequency

X = score ;

Σ = summation

n = number of respondent

The assessment criteria consist of four categories (Poor, Fair, Good, Excellent) with the following calculation formula:

Interval Score (IS):

$$\frac{\text{Score.of .Highest.Assessment} - \text{Score.of .Lowest.Assessment}}{\text{Alternative.Answer / Criteria}} = \frac{4 - 1}{4} = \frac{3}{4} = 0,75$$

Table 4. Assessment Criteria

No	Interval	Assessment Criteria
1	1,81 – 2,61	Poor
2	2,62 – 3,42	Fair
3	3,43 – 4,23	Good
4	4,24 – 5,00	Excellent

Table 5. Summary of All Scoring Results

No	Results		Assessment Criteria
	%	WMS	
1	45.00	4.4	
2	75.00	3.65	
3	85.00	4.85	
4	75.00	4.05	
5	48.00	3.8	
6	55.00	4,45	
7	80.00	4,8	
8	55.00	4,55	
9	65.00	4,65	
10	75.00	4.75	
		43,95	
The Mean of Public Services Indicator = 43,95: 20		2.20	Poor

Data Source: Results of Research Observation (Fadhilah, 2018) [44].

Based on the results of the summary above, the assessment on the the quality of the implementation of public services in Bekasi Regency’s Office of Population and Civil Registry has a score of 2.20 with Poor Assessment Criteria. The highest assessment is only up to the "Fair" category, namely for the "simplicity" indicator (50%), "Clarity" (75%), and "accuracy". 75% of respondents rated "Fair". The score of public services is still very low, namely the indicator of "Time certainty". As much as 85% of respondents rated "Poor", and the indicator of "comfort" as much as 75% of respondents also rated "Poor". The results of these observations are strengthened by in-depth interviews with respondents regarding the quality of public services at the Office of Population and Civil Registry. Some respondents complained about the length of the queue to wait for the completion of electronic ID (E-KTP). The inconvenience was also felt by some respondents who did not get a queue card. They could not be served by the officers because the queue card had run out. Some public criticism was also delivered through the Office’s website (on line) for their dissatisfaction in managing the E-KTP.

This is different from the condition of public services in DPM-PTSP of Bekasi City. Most respondents (65%) rated "good" in terms of comfort and 68% of respondents rated "good" from the indicator of "discipline", of the public service apparatus. However, it should be noted, that some of the public service apparatus in DPM-PTSP for the front office (officers who are directly related to the community who take care of licensing) are contract employees (source: interviews with Planning Sub-division officials) who get technical guidance to improve the quality of public services in licensing matters.

Conclusion

Referring to the description in the background and discussion above, it can be concluded as follows:

1. The implementation of the ethical values of state civil apparatus in public services in Bekasi City’s DPM-PTSP office has proven to be able to achieve good-governance according to the Community Satisfaction Index indicators, which have been high for several years at both provincial and national level.
2. The problem of implementing ethical values in accordance with the principles of Good Governance in public services in Bekasi City’s DPM-PTSP Office is primarily related to ‘time certainty’. This becomes the priority of the ethical values development program for state civil apparatus, particularly in terms of honesty and transparency, in order to prevent the illegal levies and brokering practices in managing licensing, which can be done through simplification programs with more transparent on-line system services and the dissemination of Standard Operating Procedure (SOP) to the public, as well as through the improvement of infrastructure and facilities.

3. The development of ethical values for state civil apparatus in Bekasi City's DPM-PTSP Office is carried out with various strategies to improve existing resources. They include education and training, technical guidance, weekly routine briefing, mental and spiritual mentoring through Friday prayers and sermons, direction from superiors during Monday ceremony, as well as incidental instructions according to needs, situations, and conditions.
4. In another case, the administration of public services in Bekasi Regency, in the Office of Population and Civil Registry to be exact, "time certainty" has also become the issue, which is a common phenomenon often occurring in various public service units in Indonesia. Thus, the strategy for developing the mental of state civil apparatus through value education in order to achieve good governance in Indonesia is absolutely necessary.

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