

**CHARACTERISTICS OF BUREAUCRATIC BEHAVIOR AND COMMUNICATION
GOVERNMENT ETHICS IN IMPROVING PERFORMANCE OF THE
GOVERNMENT OF WEST BANDUNG REGENCY
WEST JAVA PROVINCE**

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ABSTRACT

The rationale for setting the characteristics behavior of bureaucrats and government ethics perspective Pancasila, and the ethics of communication, as the title of the advance topocs at the Congress of Indonesian Association Ethics Lecturer with theme "Governance Ethics" is actually driven by the concerns I Examine the behavior of administrators who demonstrate a level of credibility that continues to decline, already battered conditions is added is made worse by the increasing number of cases of official corruption. Government ethics, explaining the various dilemma faced by public administration dealing with a variety of reasons underlying the acts of corruption are in fact present in three different groups of administrators, namely: (1) the corrupters, (2) of the functionaries and, (3) seeker of ethics. In such circumstances required strict management control and transparency, with the leadership of the trust that was always supervised by the Supreme Creator.

Keywords : *Government Ethics, Pancasila, Communication Ethic*

1.Preface

The civilization of a State and government can be observed from the behavior of government administrators. The higher the etiquette and ethics the higher the pudency so that it can minimize deviation. Likewise, the principle of wisdom must be supported by morals and ethics, on the other hand, bureaucracy still exists as long as policies are made based on wisdom that are supported by morals and ethics. As an example, it can be observed from the case of one of the Ministers and officials in the government in Japan, when viral officials on social media related to corruption cases including the incident of a fast train accident, with great embarrassment and without being asked, they immediately resign, some of them also do the "harakiri", This also happens in the South Korean government. Ironically, when the same thing happens in Indonesia, even the Ministers survive and have even been declared as suspects and

sentenced to prison, they still have the guts to survive and even make an appeal and cassation by looking for other legal loopholes (the case of the non-active Governor of Bengkulu, the case of official appointing in prison, etc.).

The condition of government with a plenty of problems in the body of the bureaucrats almost every day become headlines news on various electronic media and reading media. Likewise, in various scientific findings including discussions, seminars and workshops entitled bureaucratic reform and corruption as well as cases of irregularities committed by the apparatus, even Metro TV in the morning editorial discussed the corruption of official travel funds committed by Civil Servants/ASN. This fact opens the eyes of our hearts while asking, what is really happening? What is wrong? What is the root cause of the problem so moral deviations and violations are increasingly contagious in this country? Then, what can we do for a complete solution to all that? And

where do we start the solution and the main steps in the operation of the solution?

One of the big breakthroughs carried out by the Ministry of Administrative Reform (Ministry of Utilization and Bureaucratic Reform) is to implement a Remuneration system in all Ministries and State Institutions, which is currently followed by an evaluation of bureaucratic reform and accountability.

This temporary remuneration is considered as the right solution to realize bureaucratic reform, one of the steps is to implement a payroll system based on work performance, remuneration has been conquered, but many parties doubt the remuneration system will be able to answer the problem of bureaucratic reform. Then what else is the right system to answer the big problems that undermine the journey of this nation.

2.Characteristics of Government Bureaucrat Behavior

This study refers from the reference of Emmert's theory (1989: 93: 94) which suggests the characteristics of communication behavior can be measured through: (1) attitude; (2) intelligence; (3) meaning; (4) integrity; (5) listening. The multivariate model of measuring communication behavior according to Emmert was applied to the behavior characteristics and communication of government ethics to improve the performance of the Bandung District Government, through this research, theoretical assumptions were obtained that positive behavior towards everything they responded to gave a positive influence on the attitudes and behavior of government bureaucrats. Thus, the characteristics of bureaucrats' behavior are very much determined by their attitude and behavior towards something. The statement was stated by Emmert (1989: 96) as follows:

...people behave negatively toward things about which they have negative attitudes and that they behave positively toward objects about which they have a positive attitude. In addition, there is a theoretical assumption that people make positive

statements about attitude objects toward which they feel positively and negative statements about attitude objects toward which they have negative attitudes.

Starting from Emmert's theoretical statements which are multidisciplinary, covering aspects of communication science, anthropological sociology, organization, bureaucracy, psychology and government administration.

Discussing the characteristics and behavior of bureaucrats, in principle, it is discussing how bureaucrats behave in carrying out their duties and functions as servants of the state and servants of society. When an organization is led by a character and behaves to serve based on attitude, integrity, intelligence and meaning, of course the organization is successful and successfully realizes its vision, mission and goals. But, on the contrary, if the characteristics of the leaders, which in this study are analogous to bureaucrats, when it lacks the character and behavior of the government, it is certainly difficult to realize the achievement of optimal performance. Here are nine criteria for success of bureaucrats as communicators/leaders in local government offices, namely:

- 1) Being able to set an example to subordinates.
- 2) Able to take the best decisions.
- 3) Dare to make policies/decisions quickly and accurately
- 4) Dare to answer internal and external problems.
- 5) Having communicative communication skills.
- 6) Have good communication skills
- 7) Able to provoke work motivation for employees/employees.
- 8) Dare to be responsible for decisions taken.
- 9) Have the behavior of serving, not asking to be served.

The study of the characteristics and behavior of bureaucrats in communication science focuses on aspects of human nature such as reason, symbolism, capacity to be persuaded, capacity to influence, and others. On the other hand, with

different contexts, curiosity can be used as strengths possessed by bureaucrats to influence people to act according to organizational goals and agreed leadership goals.

Philosophically, a policy derived from the word “policy” while wisdom is adopted from the word “wisdom”, which is substantially the two words that cannot be separated like a coin that has two different sides, but is a means of payment. Policy as a rule based on wisdom and wisdom is then wrapped with professionalism and governmental characteristics that are clean and clear and responsible, then determined by the Legislature with the Executive to be able to maintain order, peace, beauty, balance and a sense of justice referred to as Legislation .In order for a policy to truly provide shade for stakeholders, users who all parties need to first survey and observe the assessment through a credible Public Assessment Institute with accurate data support so that the problem is truly known to its roots, it should begin with an independent academic study conducted by a competent institution so that when the policy is adopted it can be accepted by all levels of society and able to provide appropriate solutions to problems that arise in the future (note the policy of rising fuel prices lately rising without notice as well as increasing toll rates) .In my opinion, personal reasons include lack of communication and coordination.

3.Communication Government Ethics

Communication Government Ethics explains the various dilemmas that emerge as empiric effects of communication contained in three different groups of government administrators, namely; (1) the corruptor; (2) the functionary and; (3) ethical advocates. Under such conditions, strict and transparent management controls are needed.

Talking about ethics, aesthetics and logic is a strong foundation for the success of someone behaving in the organization, even the leadership of the organization which should prioritize the moral and ethical side as a foundation and role model for

other followers, as a concrete example to be used as a role model that is able to contribute to changes towards the better and right direction.

Based on observations and records of white collar and colorful collar crimes, it seems that it has benefited judges and legal advisors to be more creative by setting high tariffs, so that defenders of justification appear instead of defending the right ones. So that formally there are two judicial systems that are separated and strongly supported by differences in treatment that are more favorable to government officials. In fact, the law was created to uphold morals and ethics, so that judges and prosecutors must first have morals and ethics in line with the mastery of the knowledge they pursue.

4.Communication Ethics

The word ethics comes from the Greek word "ethes" interpreted as the willingness of the soul to be morally free can be interpreted as a collection of regulations relating to moral issues, which in Latin is known as the word "Mores" which is also interpreted as moral, further development of Mores word later became more popular with the term ethics.

Ethics is also called "moral phiciology" because studying morality is more likely to be observed from human actions, while morals talk about good and bad, right and wrong by using norms or values. Moral usually intersects with society and there is no moral if there is no community meaning the meaning of the word moral itself is related to collective consciousness.

Ethics in the administration of government is closely related to the character and morals of the government apparatus, someone who has a character or a strong moral foundation will certainly avoid the occurrence of irregularities in carrying out the task even though the opportunity to deviate may exist. We also do not deny the common deviations that occur among the apparatus, for more details of what activities are included in moral violations, here is the brief description:

- 1) Deviations made with the aim of enriching oneself with State property. Called Corruption.
- 2) Approve an agreement to make deviations with certain objectives called Collusion,
- 3) Select partners or determine filling certain formations with consideration of proximity rather than qualifications. Called Nepotism,
- 4) Disobeying the provisions of working hours as it should. Called Violating the Provisions,
- 5) Performing acts of moral violation relating to moral violations. Called Immoral,
- 6) Approve improper payments for settlement of certain matters. Wild Charges (Extortion),
- 7) Bribery.

The seven ethical and moral violations mentioned above when connected with the ethics of communication of government today, seem to be a spectacle/viral on social media and has become a daily Indonesian public treat, namely by declaring more or less 340 government apparatuses stumbling over ethical and moral violations, dozens of officials declared as suspects and former officials who have been sentenced to criminal and so on (Indonesia was declared as the fourth most corrupt country of 29 ASEAN countries (Source from Transparency International in January 2019)

Communication ethics includes **moral norms that are used as the basis for conveying the contents of thoughts and feelings as a determinant of human attitudes and behavior in activities, so that relations between people are structured in a harmonious togetherness** (Erliana), referring from that understanding, communication ethics cannot be released in every human activity and government in the context of this paper, what is meant by government is par bureaucrats both in communicating and in making decisions as a form of civilized policy so that the State and Government increasingly exist and continue to have credibility in carrying out the mandate they carry. Although theoretically, the morals and ethics embodied in the form of attitudes and behavior can be understood in two aspects regarding the values and norms in the activities of human life, namely:

- 1) **Descriptive Ethics**, observing the attitude of behavior and what is pursued by humans as something of value;
- 2) **Normative Ethics**, trying to determine attitudes and ideal behavior patterns that should be owned by humans (talking about what should be carried out by humans and what actions should be taken to achieve what is valuable in life).

In the realm of government, the two types of ethics are the basis for the government apparatus in carrying out their functions as State servants and public servants, especially in providing protection, welfare, intelligence and services, to all levels of society without exception, from which laws are born, and various type of government rules about how bureaucrats and government officials should behave, act and be professional in the field of duties they carry. Ironically, have these moral norms been eroded? Is it true ? Let's discuss further.

Descriptively, ethics talks about facts related to concrete situations and reality that are entrenched. Returning to the discussion of the appreciation of values, without valuing, in a society, the attitude in the face of life, the conditions that enable humans to act ethically. On the other hand, Normative ethics examines the norms that guide human behavior, as well as member judgements and appeals to humans to act well according to the applicable norms and to urge humans to act good by avoiding the bad.

Both types of ethics provide orientation and discourse on human thinking to live their lives through a series of daily actions. This means that ethics can help humans to take a position and act appropriately in living this life. Because the leadership of the chosen and educated human government, it should behave more ethically and respectfully so that it can influence society to behave and act more gracefully and respectfully. But in substance, the two types of ethics also have differences, namely: Ethics in communicating Descriptively shows the facts as the basis for making decisions about the behaviors and attitudes to be taken, while normative ethics members

assessment as well as norms that are followed as the basis and framework for actions to be decided, so that the assessment in communication ethics includes interrelated criteria between descriptive ethics and normative ethics as follows;

- 1) The purpose and content of the speaker;
- 2) The nature and methods taken;
- 3) Accompanying conditions;

The three ethical factors mentioned above can enhance and undermine the value of human rationality and its ability to achieve goals or good intentions. Humanly, ethics will never justify the use of unethical communication methods and even the violation of the Decency Norms.

Along with the increasingly intelligent quality of human knowledge which is also supported by the sophistication of information technology today has brought a more qualitative life to this condition which is more facilitated, just look at the many children of this nation who have the title as Professor, PhD, Dr, M.Sc, Ir and successful entrepreneurs, successful technocrats even became the richest man in Indonesia. One of the examples is Hartono which is known as one of the 10 richest people in Asia, as stated in Private Bank Julius BAER quoted from CNBC. And various other types of titles that justify someone's scientific position. The big question is "whether progress and greatness have all been able to bring moral and ethical human beings?" Allah knows best.

The statement above is not without reason, Thomas Kuhn states that "the progress of science is not cumulative, but rather moving from one fundamental to another which is the basis for the paradigm" The statement was written in his book entitled "The structure of scientific revolution" (1962-1970). Richard Tarnas wrote "The crisis of modern science" in his book "The passion of the Western Mind" (1993). Tarnas's writings suggest that "anomaly and crisis that was being suffered by human science turned out to be perched on a narrow perspective". This means that the knowledge obtained by humans is indeed already very high and even legalized by accredited

institutions, it turns out that it is only perched on a **limited and narrow perspective**, even moving away from human nature with moral norms that should inherent in every field of science occupied.

Science which is perched on a limited and narrow perspective according to Tarnas, both accidentally or unintentionally, has flowed and includes knowledge that is occupied by Indonesian bureaucrats who are the best and brightest graduates with appalling titles? Could this be the root of the problem?

Any knowledge as high as any can not be separated from the understanding of moral norms and work ethics, because descriptively, in communicating, the government apparatuses have been selected, educated and trained continuously and systemically to carry out the tasks it carries, including the supervision system in carrying out routine jobs and even operational units (SOP) that must be adhered to and supervised by certain bodies both internally and externally so that the space to do something that is contrary to work ethics, dishonest behavior, will be subjected to sanctions according to violations committed. But where did the "Morals and Ethics" be left behind?

The word communication is conceived as the process of delivering the contents of thoughts and feelings to another party for a specific purpose. Communication is also known as a way, techniques, tactics and strategies to influence, shape thought patterns, educate, change and entertain as well as open one's horizons of thought in carrying out life and life processes.

Speaking of ethics, it is inseparable from moral notions, even moral and ethical are almost inseparably biased, because the word moral is understood as character or behavior. So, morals that is derived from the Latin word Mos then develop into Mores which can be interpreted as teachings of morality which should be included in every human being.

In line with that, communication as a process of delivering the contents of thoughts and feelings aims to achieve the same meaning between the communicating parties in the life of a human being compared to the flow of blood in the human

body, blood is analogous to information flowing endlessly to various directions, and the human body analogous to those who receive information. Talking about information, when it is blocked or restrained, it can be fatal to the human body itself, for example, it will cause sickness such as heart disease, stroke, narrowing or blockage of blood and various other diseases.

The parable when analogous to government bureaucratic activities will rely on leadership and leadership management, where the main point of all activities and problems in the bureaucratic system boils down to the figure of the bureaucrat as a leader.

Communication ethics which in daily life are understood as moral standards controlling human behavior, ethics as a dialectical standard between freedom and responsibility, between the goals to be achieved and the way to achieve those goals. Ethics is also related to the assessment of right or incorrect behavior that must be done, habits and traditions that we believe to be done is also related to the term Ethics, which is a good or bad.

Science always tries to reach reality and provide an explanation of that reality and tries to reduce the reality of complex governance to meaning that is easy to understand, which in turn reports the implications for the application of knowledge including possible effects, benefit, and impacts from various perspectives which subsequently will give birth to scientific methods related to the phenomenon and anomalous problem subsidence.

Ethics, aesthetics and logic are strong foundations for the success of a leader or leader of government and any organization on this earth. On the other hand, exemplary is a form of example that quickly contributes to better change while communication is like the flow of blood in the human body, which if clogged or blocked, it will be fatal to the human body itself. For example is when we get a heart attack, stroke, narrowing or blocked blood clots. The parable when analogous to the administration of government will rest on the personology of leadership, where the main point of

all activities and issues are geared towards the figure of the leader.

Referring to the description of communication ethics above, it can be stated that government communication ethics is "the process of delivering ideas, programs and government policies that prioritize morals for all parties in the context of achieving the goals of the State macro and governmental objectives, without harming any party illegally. (Erliana Hasan, 2005. *Komunikasi Pemerintahan (Government Communication)*).

Speaking about the characteristics and behavior of bureaucrats from the ethical lens related to the discussion above, including in pathology/illness in the body of the bureaucracy, the following are the results of my dissertation observation and research entitled "The Effect of Bureaucrat Communication Behavior on the Performance of Bandung Regency Government", concluding:

- 1) The influence of feudalistic culture in the mechanism of work still occurs;
- 2) Do not have the courage to take actions and decisions except after getting instructions from superiors;
- 3) Loyalty to individuals not to function as a government apparatus or not to an organization;
- 4) Not achievement oriented;
- 5) Low willingness to serve
- 6) The lack of mastery of information technology comprehensively;
- 7) Efficient work methods;
- 8) Low ability to work effectively and with quality;
- 9) High economic work culture;
- 10) The number of employees is relatively large but small in quality.

The ten point conclusions of the characteristics of the bureaucrat's behavior mentioned above, when traced far back, starting from the era of the Kingdom of Majapahit, Srivijaya, etc., where the kawula and servants of the palace system were very loyal to the king and his superiors. Is this an extension of the chain that has become entrenched in Abdi Dalem, Kawula

and our bureaucrats? Such characteristics and behavior have been embedded for a long time in the behavior of servants and government officials at that time, until now, it turns out that they are still thick in the attitudes and behavior of bureaucrats in Indonesia? Let's discuss more intensely in order to find a way out.

The influence of Feudalistic culture, namely the relationship of subordinates to superiors, gave rise to cult. That is why every activity becomes legal when it has been approved by superiors or from the center of power.

This quite alarming condition has attracted the attention of experts and scientists, so it becomes urgent to be discussed in various scientific discussions and forums

5. Conclusion

Communication ethics, the characteristics of bureaucratic behavior and government ethics, are actually a unity in the body of government administrators, which is based on the noble values of Pancasila. When all government officials understand, live and implement the noble values contained in Pancasila and administer the government according to the rules and ethics of the government, it is believed that there will be no distortion or deviation in carrying out the duties and functions carried out, because they feel they are supervised by the public and the Creator. History has proven that the noble values contained in Pancasila have led the Indonesian people to realize independence that is universally recognized by all countries in the world.

6. Recommendation

Based on the description above, this paper recommends the following matters:

- 1) All government administrators should have an understanding, appreciation and ability to implement their main tasks and functions based on Pancasila and the 1945 Constitution as characters in their behavior.
- 2) The importance of communication ethics is understood and implemented in the form of bureaucrats' mindset and behavior, because communication ethics includes moral norms that are used as determinants of human attitudes and behavior in activities.
- 3) There is a need for a Public Policy Study Institution in every Higher Education, especially IPDN as a cadre of government administrators to study and analyze every public policy that will be issued in order to avoid rejection at the level of implementation (for example, raising fuel policies that are canceled due to demonstrations)
- 4) Point 1 to point 3 requires that a government will exist when the government puts forward moral and ethical civilization. For the need for a trustworthy, virtuous and accountable national leader in the afterlife.
- 5) Need to discuss more about governance ethics formed through CTS-DJITU characters which are (Cerdas/Smart, Terampil/Skilled, Soleh/Religious, Disiplin/Discipline, Jujur/Honest, Imajinasi/Imagination, Tekun/Diligent, Ulet/Tenacious).

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