

The Application Model of Political Ethics on the Government Bureaucracy during Covid-19 Pandemic in Ternate City

Jubair Situmorang*

Institut Agama Islam Negeri (IAIN) Ternate, Indonesia

Abstract: This research has two objectives; Namely, first, it aims to examine more deeply the model of political ethics and actor bureaucracy and second to examine the application of ethical models of political actors and the Ternate bureaucracy. The research method used is qualitative. The data analysis technique uses content analysis by examining the data collected from semi-structured interviews and relevant documents and articles. The research results reveal that the Ternate City Government always appreciates the moral values that live in the Ternate community. Make it a guideline in issuing policies. As the center of government of Ternate City, Ternate is an inseparable part of the history of the Sultanate of Ternate, which still upholds cultural values in carrying out every social, religious, and political activity. This is symbolized by the noble values of the Ternate people, namely *Kie se Gam nagogugumatitirara* (six basic traditions that are firmly held) and *Jou se NgogaNgare* (what is in you is with me and what is in me is also in you). In various policies, especially during the Covid-19 pandemic, the City Government has put forward ethical values rooted in the *Jou Se NgogaNgare* philosophy, namely understanding what is in me and vice versa, what is inside of me. Also yours. The overall ethical values it contains are limited to the relationship between God and humans and manifest in political life and state administration. Furthermore, it was revealed that the Ternate City Government views that the relationship with the community is a complementary and necessary unit. Therefore, in its policy, the City Government of Ternate is very egalitarian and accommodating to people of different ethnicities and religions. This research shows that the Ternate City Government is required to obey the constitutional rules and accommodate and respect the cultural values that live in the community. The expected implication is that the constitutional constitution and cultural values in Ternate City, which contain ethical values, are applied by every political actor and a government bureaucracy to be fully aware of their people's duties and responsibilities.

Keywords: Political ethic, government bureaucracy, model, Covid-19, Ternate.

INTRODUCTION

Governance occurs in the relationship between the government and the governed. Every issue of government is not only examined for the government but also for being commanded. When the government does not work as expected by the government, or when the government wants to achieve specific objectives by any means, the core considerations are political, legal, and administrative. Other deliberations that arise are personal and group consideration.

The government environment is different from the private surroundings. The government environment includes the aspirations, support, requests, and demands of the ruled, powers, and existing rules that apply as a means of use (existing policy), positive law, symbols, and others (Dunn, 1981). Such situations that occur are harmony or conflict between interests, both among the government and those governed.

The inability to place themselves in the private and public domains results in many deviations by political elites in making decisions that uphold ethical values and justice for all citizens. The tendency for the sense of justice to be eroded should refer to *Pancasila* and

the 1945 Constitution scratched by personal interests and ignorance of ethical values.

The Covid-19 pandemic gave birth to new values in state life, where political actors and government bureaucrats are required to quickly and precisely take policies oriented towards protection, welfare, and justice for all levels of society. Speed and accuracy are essential things to assure the people that their rights are granted and protected by the state. To obtain complex decisions that still consider aspects that cannot be sacrificed, the social organization's ethical principles are needed (Magnis-Suseno, 1988).

Ternate as the center of government for Ternate City is an integral part of the history of the Sultanate of Ternate, which still upholds cultural values in carrying out every social, religious, and political activity. This is symbolized by the noble values of the Ternate people, namely *Kie se Gam nagogugumatitirara* (six basic traditions that are firmly held) and *Jou se NgogaNgare* (what is in you is with me and what is in me is also in you). Amas Dinse, Rinto Taibin (Gay, 2016).

This research has two objectives: first, it aims to examine the ethical model of political and bureaucratic actors more deeply, and second, it aims to examine the application of ethical models of political actors and the Ternate bureaucracy.

*Address correspondence to this author at the Institut Agama Islam Negeri (IAIN) Ternate, Jalan Lumba-lumba Kel. Dufa-dufa RT.001/RW.003 Kec. Ternate Utara Kota Ternate Provinsi Maluku Utara, 97727, Indonesia; Tel: +62 921-21426; Fax: +62 921-23773; E-mail: jubairiainternate@gmail.com

The proposed work is devoted to examining the model of political ethics and bureaucratic actors in Ternate, Indonesia. This study has a novelty compared to previous research because it examines the ethical model of political and bureaucratic actors in Ternate City, which has implications for guidelines in issuing government policies, especially during the Covid 19 pandemic. The present paper is discussed by examining the importance of political, ethical values and bureaucracy and justice for all citizens by investigating how the picture of the ethical model of political actors and bureaucracy in the Municipal Government of Ternate.

LITERATURE REVIEW

Ethics is a moral system and human behavior principles used as a standard for good and evil, right and wrong, and something moral or immoral. Ethics is often called moral philosophy, discusses human actions concerning the principal purpose of life. Ethics discussed whether or not human behavior and actions are right and, at the same time, highlighting social obligations. Ethics questions the way humans act or activity. Ethics investigates the basis of all moral norms, both descriptive ethics and moral ethics (Mufid, 2013). Ethics is essentially observing moral reality critically (Surajiyo, 2005). Ethics is concerned with human behavior in making moral decisions and relates individual intellect with objectivity to determine truth or error and one's behavior towards others (Suhrawardi, 1994).

Ethics can also be understood as *prangai* or customs or habits that describe human behavior in social life in certain areas, at certain times. Ethics in the context of science is a value. In this context, the existence of ethics can be manifested in the vision, mission, decisions, code of conduct, and moral policies.

Political actors can be defined as actors who have power in the political system, superior individuals who have intelligence and maturity who will guide their country to be more advanced and independent. It has power and influence in making government policy (Budiardjo, 2013). The political actor category is defined through three methods: the position method, the reputation method, and the influence method (Budiardjo, 2013). Political actors' appointment is related to several aspects, namely the problem of power, elite political legality, political Cal elite replete political correlation between political actors'

appointment, and political change (Seligman *et al.*, 2005).

The initial concept that underlies the modern idea of bureaucracy comes from the writings of Max Weber dividing the bureaucracy with the following characteristics: (1) the bureaucracy carries out regular activities, (2) organizing offices based on the principle of hierarchy, (3) the implementation of tasks is regulated by a formal regulation, (4) officials who carry out tasks with a high spirit of dedication, (5) work based on technical competence and protected by the bureaucracy carrying out regular activities, (2) organizing offices based on hierarchical principles, (3) implementation of tasks is regulated by a formal regulation, (4) officials who carry out tasks with a high spirit of dedication, (5) work is based on technical competence and is protected from unilateral termination, (6) experience shows that the type of administrative organization that is purely bureaucratic from a technical point of view will be able to achieve high levels of efficiency (Andreski, 1996).

The current bureaucracy relies on ACE (Alignment, Creativity, Empowerment), so that the components in the structure and system of the bureaucracy and society must change, no longer prioritizing localization egocentrism based on arrogance, both at the social and material levels. The principles of democratic service management must be developed. For that, we need a theoretical level that is expected to produce 5 F awareness, namely fast, focus, flexible, friendly, and fund. Thus there will be a bureaucracy that serves and empowers the community (Giddens, 1999).

METHODS

This study used a qualitative content analysis design. Content analysis is a scientific technique to interpret a text or content that aims to conclude the text's meaning with a series of procedures that can be trusted and applied, and valid (Zhang *et al.*, 2016). In this study, the meaning being explored is a political ethics model in the government bureaucracy in Ternate City during the Covid-19 Pandemic. Data collection is based on the results of semi-structured interviews, documents, and photos of personal documentation, and historical records to see what themes emerge. The data source comes from primary data and secondary data. Primary data comes from semi-structured interviews conducted with participants, namely political and bureaucratic actors and competent experts in Ternate City.

Meanwhile, secondary data comes from relevant documents and research. Content analysis focuses on unique issues that describe a particular phenomenon or phenomenon's various meanings (Zhang *et al.*, 2016). Text, concepts relevant to research (Hsieh & Shannon, 2005). It compresses raw data into categories or themes inductively, where themes and groups emerge from the data through careful examination of the researcher and constant comparison (Patton, 2002). The focused content analysis begins with gathering material relevant to objective, systematic research. The keyword used is 'political ethics and actor bureaucracy' in Ternate City. Furthermore, the data collection results are generalized to obtain the essence of complex texts, then perform the data analysis process to include latent meanings and themes. The next stage is testing the process of retesting the categories that the author has compiled beforehand so that the analysis results are relevant to the research objectives.

RESULT AND DISCUSSION

Structural limitation of power can help deal with conflicts and a tool to guard political actors and government bureaucracy arrogantly. Because in fact, the public space fosters critical thinking, which provides clarity that thinking together is not only thinking together but putting one in others' shoes (Catherine, 2003).

The Ethical Model of Political Actors and Government Bureaucracy

Public bureaucratic ethics can be interpreted as a set of values that become a reference or guide for its human action. In this context, general bureaucratic ethics is manifested in the vision, mission, decisions, code of conduct, and moral policies. Thus public bureaucratic ethics has two functions:

1. Guidelines for the public bureaucracy in carrying out their duties and authorities so that actions in the organization can be considered well, commendable, and not blameless.
2. Standards for assessing the nature, behavior, and public bureaucratic administration action are considered well and beyond reproach (Darwin, 1999).

The Government of Ternate City runs the government's wheels with public bureaucratic ethics in a vision, namely *BAHARI BERKESAN (Berbudaya,*

Agamis, Harmonies, Mandiri, Berkeadilan dan Berwawasan Lingkungan). Meanwhile, the mission of The City Government is:

1. Building an Independent, Fair, and Prosperous Ternate;
2. Building Ternate City as a Cultural and Religious City;
3. Realizing equitable trade and service infrastructure between urban areas;
4. Developing the city of Ternate as a coastal and maritime city; and
5. Building Ternate City as a center for leading tourist destinations based on culture, history, and nautical.

The vision and mission function as a code of conduct and moral wisdom. In the historical context, it has a common thread with Ternate's existence as the center of the Sultanate of Ternate. The values of local wisdom continuously live in a dynamic society. The city government tries to translate the Ternate people's cultural values into the Ternate City Government's general bureaucracy. The culture value that is translated is *Jou Se NgofaNgare*. The Municipal Government of Ternate is well aware that local wisdom is not only a cultural tradition until now, but also as a religious and philosophical value that is always used as a basis for thinking and acting. It means that it is not only limited to the relationship between God and servants, but also something that must be embodied in political life and governance.

Organizational Ethics and Bureaucratic Ethics

The concepts of good and evil and right and wrong are related to organizational life. These values are related to modern organization management (efficiency, fairness, transparency, accountability, and democracy). This thing can be formulated in the organization's code of ethics that applies universally. Practically, this enforcement is influenced by the interests of the organization, the bureaucrats' interests, the political interests of the politicians in charge of bureaucrats, and organizational ethics through administrative sanctions.

The application of ethical rules can also make ethical behavior have a refutation effect. This one is the case in public organizations that are currently being

scorned for their poor performance. Unethical behavior in the bureaucracy can occur for the following reasons:

1. The tendency to prioritize personal ethics rather than more significant ethics (social);
2. The tendency to prioritize self-interest; and
3. External pressure to act is unethical (Magnis-Suseno, 1987).

Enforcement of organizational ethics within the Ternate City Government-regulated through the Regulation of the Mayor of Ternate Number 4 of 2018 concerning the Code of Ethics for State Civil Apparatus within the Government of Ternate City. It is stated in article 1 paragraph (4) that the code of ethics is a guideline for attitudes and behavior for Civil Servants in carrying out their daily tasks and interactions. In developing organizational ethics, it stated that every State Civil Apparatus within the Ternate City government must:

1. Be honest;
2. Be responsible;
3. Be disciplined;
4. Be excited ;
5. We cooperate; and
6. Have an excellent service

Organizational ethics in the general bureaucratic environment of the Ternate City Government includes:

1. Carry out the duties and authorities following the applicable provisions;
2. Keep confidential the government information;
3. Implement any stipulated policies;
4. Build a work ethic cooperatively with other related work units to achieve goals;
5. Have competence in carrying out duties;
6. Obey and comply with operational standards and work procedures;
7. Develop creative and innovative thinking to improve organizational performance; and
8. Oriented to efforts to improve the quality of work.

Ethics in Public Service

One of the reformation plans in the field of public administration is striving for the realization of good governance, namely a clean, responsible, and professional governance system marked by the presence of a government bureaucratic apparatus that always promotes the fulfillment of public accountability and responsibility.

Every government bureaucratic apparatus must be sensitive to the community's interests or the problems that exist and must be resolved. It means that avoiding abuse of authority or actions that go beyond competency. The excellent government will only be realized if every government bureaucratic apparatus always bases policymaking on the economical, the efficient, and the practical principles as a manifestation of objective responsibility; besides, it also has personal responsibility. It means that an attitude that differentiates development target groups and consistently strives to achieve justice. Every public policy implemented by policymakers must always be based on the ethics of the administration of public administration.

In the paradigm of the dichotomy of politics and government administration, there are two functions: political purpose and administrative purpose. The political objective is concerned with policymaking, while the administration objective is concerned with implementing these policies (Ralph C. Chandler, 1982).

The implementation of public services in Ternate's city is based on Law Number 29 of 2009 concerning public services. Article 16 states that public service implementers are obliged to:

1. Carry out service activities by the assignment;
2. Provide accountability for the implementation of services;
3. Fulfill a call to attend or carry out an order for legal action at the request of an authorized official;
4. Provide accountability when resigning or releasing responsibility; and
5. Evaluate and make reports.

The compliance survey aims to prevent maladministration at government public service units by fulfilling service standard components. Besides, the

assessment aims to determine the effectiveness and quality test of public administrators to encourage compliance with public service standards to accelerate public service quality improvement. Each service product provided by service providers must have a standard service component, such as a service mechanism, service requirements, service period, service charge fee, and an internal complaint mechanism. It means that building public trust in public services carried out by public service providers is an activity that must be carried out in line with the hopes and demands of all citizens of society regarding public services.

The Application of Ethical Model for Political Actors and Government Bureaucracy in the Covid-19 Era

Changes in services in the Covid-19 era raised various obstacles in providing the community's best service. Work from Home (WFH) policy for government officials tends to foster a sense of dissatisfaction among the public. The government's efforts to accelerate the handling of Covid-19 referring to law Number 6 of 2018 concerning Health Quarantine is a good step in the context of preventing disease transmission. Work from Home is part of an effort to break the chain of the spread of Covid-19, even though its impact is terrible for public service needs. In its development, the synergy between work units has not yet been developed.

Constraints during the period of social restrictions are because everyone is required to be at Home, including service providers and providers who are also required to work from Home. Facing a work from a home system like this requires arranging a service model/mechanism to run optimally.

Ternate City Government during the Covid-19 period continued to make public services a knot of success in carrying out its duties and functions. Although not all rules can be implemented properly, so it means that they require adjustments. Service principles that rely on service ethics are still implementing. To measure the extent to which the application of ethics was carried out by political actors and government bureaucracy in Ternate during the Covid-19 period, it can be seen from two things: administrative ethics and bureaucratic ethics.

There are three views used in assessing the application of administrative ethics for political actors and government bureaucracy, namely:

1. In terms of social justice, state administration must proactively promote equity or social justice;
2. The government's view is that state administration must refer to the values that underlie the state's existence, including the constitution; and
3. The point of view of the universal moral order, universal moral values must be the guide.

If these three points of view are used to portray the ethics of political actors and the government bureaucracy of Ternate City, especially during the Covid-19 period, and the government tries to bring justice to all people affected by Covid-19 without distinguishing their origin, ethnicity, ethnicity, and religion. Policies issued by the government still refer to the applicable laws. If this is related to public administration ethics, then with the descriptions that are owned, public administrators must not only be efficient but also must be able to define public interests, public goods and determine policy choices or responsible actions (Ralph C Chandler *et al.*, 1987). The general criteria for policies carried out by the Ternate City government have met the criteria of justice. Fair procedures must meet the following criteria: (1) consistent; (2) free from bias; (3) accurate; (4) can be corrected; (5) ethical, and; (6) representative (Leventhal, 1980).

Likewise, with the view of universal moral order, universal moral values that come from culture must be the guide. Ternate City Government always appreciates the moral values that live in Ternate society and makes it a guide in issuing his policies. In various policies, especially during the Covid-19 pandemic, the City Government prioritizes ethical values that are rooted in the philosophy of *Jou Se Ngofa Ngare*, which has an understanding of what you have in me and vice versa, what is in me, is also yours. Amas Dinse & Rinto Taibin (Gay, 2016). The overall ethical values it contains are not only limited to the relationship between God and humans but are also manifested in political life and state administration. The government of Ternate City views that the relationship with the community is a unity that complements and needs each other. Therefore, in its policy, the City Government of Ternate is very egalitarian and accommodating to people of different ethnic and religious backgrounds.

CONCLUSION AND IMPLICATIONS

Based on the discussion results, it can be concluded that the implementation of public policies resulting from an agreement on bureaucratic politics as the organizer is required to apply ethics in public administration. Because, as public servants, bureaucrats have a moral responsibility to society. Ethics in the public service process requires sufficient understanding and understanding from bureaucrats as public service providers that ethics must be applied.

A deeper study shows that the City Government of Ternate is required to obey the constitutional rules and accommodate and respect the cultural values that live in the community. The constitutional constitution and cultural values in Ternate City contain ethical values. Every political actor and government bureaucracy is fully aware of their duties and responsibilities towards their people.

The main research results have been revealed that the values of political and bureaucratic ethics and justice are essential for all people, especially in the City of Ternate, Indonesia. It is hoped that by implementing state administration and practicing local wisdom values, political actors and government bureaucracy will make ethics a guideline, code of conduct, and moral policy in every decision making and policy related to public services. Examining the limitations of the research in terms of research location and model, further research is recommended by expanding the research object's area and adding other factors to a more concrete model of political ethics and bureaucracy. This study is critical to recommend guidelines for government policies that are more bureaucratic and just in the future.

REFERENCES

Andreski, S. (1996). Max Weber: Kapitalisme, Birokrasi dan Agama. terj. Hartono. Yogyakarta: Tiara Wacana.

Budiardjo, M. (2013). *the Foundation of Political Science*. PT. Gramedia, Jakarta.

Catherine, D. (2003). *Good Service is Good Business*. Gramedia Pustaka Utama. Jakarta.

Chandler, R. C. (1982). the problem of moral illiteracy in professional discourse: the case of the American society's statement of principles for public administration. *The American Review of Public Administration*, 16(4), 369–386.
<https://doi.org/10.1177/027507408201600408>

Chandler, R. C., an Enslin, R., & Renstrom, P. G. (1987). *The Constitutional Law Dictionary: Governmental Powers* (Vol. 2). Santa Barbara, Calif.: ABC-Clio Informations Services.

Darwin, M. (1999). Implementasi Kebijakan. *Modul Pelatihan Teknik Dan Manajemen Kebijakan Publik UGM*, Yogyakarta.

Dunn, W. (1981). *Public Policy Analysis*.

Gay, M. (2016). Kajian Nilai-Nilai Dasar Kehidupan pada Sastra Lisan Ternate. *Gramatika: Jurnal Ilmiah Kebahasaan Dan Kesastraan*, 4(1), 40–48.
<https://doi.org/10.31813/gramatika/4.1.2016.43.40--48>

Giddens, A. (1999). Risk and responsibility. *Mod. L. Rev.*, 62, 1.
<https://doi.org/10.1111/1468-2230.00188>

Hsieh, H. F., & Shannon, S. E. (2005). Three approaches to qualitative content analysis. *Qualitative Health Research*, 15(9), 1277–1288.
<https://doi.org/10.1177/1049732305276687>

Leventhal, G. S. (1980). What should be done with equity theory? In *Social exchange* (pp. 27–55). Springer.
https://doi.org/10.1007/978-1-4613-3087-5_2

Magnis-Suseno, F. (1987). *Etika dasar: masalah-masalah pokok filsafat moral*. Kanisius.

Magnis-Suseno, F. (1988). *Etika Jawa: Sebuah analisa falsafi tentang kebijaksanaan hidup Jawa*. Gramedia.

Mufid, F. (2013). Integrasi Ilmu-Ilmu Islam. *Jurnal Equilibrium*, 1(1), 55–71.

Patton, M. Q. (2002). Two Decades of Developments in Qualitative Inquiry: A Personal, Experiential Perspective. *Qualitative Social Work*, 1(3), 261–283.
<https://doi.org/10.1177/1473325002001003636>

Seligman, M. E. P., Steen, T. A., Park, N., & Peterson, C. (2005). Positive psychology progress: empirical validation of interventions. *American Psychologist*, 60(5), 410.
<https://doi.org/10.1037/0003-066X.60.5.410>

Suhrawardi, C. P. (1994). *Hukum Perjanjian Dalam Islam*. Jakarta: Sinar Grafika.

Surajiyo, D. (2005). *Ilmu Filsafat (Suatu Pengantar)*. Jakarta: PT Bumi Aksara.

Zhang, J., Chen, Y., Ashfaq, S., Bell, K., Calvitti, A., Farber, N. J., Gabuzda, M. T., Gray, B., Liu, L., Rick, S., Street, R. L., Zheng, K., Zuest, D., & Agha, Z. (2016). Strategizing EHR use to achieve patient-centered care in exam rooms: A qualitative study on primary care providers. *Journal of the American Medical Informatics Association*, 23(1), 137–143.
<https://doi.org/10.1093/jamia/ocv142>

Received on 10-11-2020

Accepted on 03-12-2020

Published on 29-12-2020

DOI: <https://doi.org/10.6000/1929-4409.2020.09.293>

© 2020 Jubair Situmorang; Licensee Lifescience Global.

This is an open access article licensed under the terms of the Creative Commons Attribution Non-Commercial License (<http://creativecommons.org/licenses/by-nc/3.0/>) which permits unrestricted, non-commercial use, distribution and reproduction in any medium, provided the work is properly cited.