

## Implementation of the Code of Ethics for State Civil Apparatus in the Muara Bangkahulu Sub-District of Bengkulu City

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### ABSTRACT

The aim of this study is to understand how the Code of Ethics for State Civil Servants is regulated and implemented in the Bengkulu City Government. It aligns with one of the areas of change outlined in the 2020-2024 bureaucratic reform roadmap, which focuses on improving the mindset of Indonesian state civil servants. The research method used is descriptive qualitative, which involves case studies and in-depth research within a specific unit. Data collection methods include observation, interviews, and document analysis. The findings indicate that several factors hinder the effective implementation of the Code of Ethics among State Civil Servants in Bengkulu City. These factors include a lack of understanding of the regulations, insufficient recognition for exemplary employees, leniency in enforcing disciplinary sanctions, declining employee discipline, and inadequate supervision

## **INTRODUCTION**

The State Civil Apparatus is part of the government bureaucracy that carries out the task of creating welfare for the wider community. The problem that often arises in the implementation of the Indonesian government system is the bureaucratic mindset that seems rigid so that the bureaucracy is always a tool of the authorities to smooth out their interests. The system of government administration that is considered wrong or wrong and out of the corridor of the implementation of an authoritative, honest, clean, transparent and professional government is very necessary to be reorganized through rational approaches. The first step that needs to be the basis or benchmark in our governance is to improve employee discipline.

Disciplinary regulations for State Civil Servants outline their responsibilities, restrictions, and consequences for not adhering to these rules. These regulations aim to educate and improve the conduct of civil servants, imposing penalties on those who fail to meet their obligations (Tumuju, et al., 2018). Government Regulation Number 53 of 2010 further specifies these rules, including obligations, prohibitions, and procedures for imposing disciplinary penalties. Upholding good governance and integrity starts with the behavior of civil servants. Adhering to the Code of Ethics fosters better work discipline and public service, shifting the focus from serving superiors to serving the community. This code embodies moral principles for government officials in their duties and daily actions, guiding their behavior in both professional and personal realms. Implementing ethics in various aspects of civil service life cultivates professionalism, integrity, and respect for fellow civil servants. Upholding the dignity and reputation of the civil service is essential, requiring adherence to regulations and accepting accountability for actions (Soamole, et al., 2004). Maintaining discipline ensures efficient service delivery, ultimately serving the public interest and achieving bureaucratic goals (Wijayanti, et al., 2023).

Service quality is almost a determining factor in maintaining the sustainability of a public or private organization. Good service will correspond to the needs of service users or services, so it is very important to strive for in order to realize satisfaction to users of these public services. The essence of customer satisfaction is basically the effectiveness of an organizational system that is able to help customers to meet their needs optimally.

Good governance and integrity within the civil service are fundamental and must begin with the cultivation of ethical conduct among civil servants. To uphold professionalism, competence, and integrity among civil servants, a code of ethics is essential. This code outlines the rules of behavior that must be adhered to by those in specific professional roles, guiding their actions and interactions. The purpose of such a code is to ensure that civil servants provide services to the public in accordance with established rules and moral obligations. It also emphasizes the importance of maintaining confidentiality, avoiding conflicts of interest, and upholding ethical standards in all aspects of their work (Nawawi, et al., 2019; Hanafiah, et al., 2020). In Bengkulu City, the local government has enacted Mayor Regulation No. 44/2018, which establishes a Code of Ethics for

State Civil Servants. This regulation serves as a legal framework to ensure the proper conduct of civil servants and to enhance their performance. Its objectives include promoting compliance with laws and regulations, improving discipline, maintaining a conducive work environment, and enhancing the image of the civil service. Ultimately, the aim is to ensure effective governance and support development efforts in Bengkulu City and beyond.

The Code of Ethics outlined in Bengkulu Mayor Regulation Number 44 of 2018 is a crucial reference for State Civil Servants, especially in the Muara Bangkahulu District of Bengkulu City. It serves as a guideline for civil servants in carrying out their duties, ensuring that their actions are ethical and in line with their authority. Additionally, the code acts as a standard for evaluating the conduct and behavior of civil servants. Bureaucratic ethics play a vital role in guiding civil servants to prioritize the public interest over personal or organizational interests, thereby ensuring that policies benefit the broader community.

Based on observations made by researchers in Muara Bangkahulu Sub-district, there are still many violations related to Article 5 regarding the Code of Ethics for State Civil Apparatus in organizations paragraphs 1, 4, and 7 which read "carry out duties and authorities in accordance with applicable regulations", "build a work ethic to improve organizational performance", and "obey and comply with operational standards and work procedures" based on Bengkulu Mayor Regulation Number 44 of 2018 concerning the Code of Ethics for State Civil Apparatus within the Bengkulu City Government, This is indicated by the fact that there are still State Civil Apparatus whose attendance and return times are not in accordance with the established rules, besides that there are still State Civil Apparatus who do work outside their duties and responsibilities as State Civil Apparatus such as watching Korean dramas, watching live people selling on e-commerce or monitoring their social media, Then during working hours there are unscrupulous state civil apparatus who do not carry out the duties and responsibilities that have been imposed on them, so it seems that these employees come to the office not to work but only to fulfill absences (attendance lists) so as not to be sanctioned. These findings indicate that the lack of work ethic marked by the low discipline of the State Civil Apparatus in the Muara Bangkahulu District office gives the perception that it is not optimal to realize a clean and authoritative government. The reality is that the kecamatan is an agency that is close to the community and must provide the best public services and one of the Bengkulu City government programs is to create a religious and happy people.

When State Civil Servants violate the code of ethics, moral sanctions are imposed, typically determined by authorized officials based on recommendations from the Code of Ethics Assembly. These sanctions may include oral or written apologies, or statements of regret, and can be administered publicly or privately. Public sanctions may occur during official meetings or flag ceremonies, or be posted on announcement boards. Incorporating legal values into ethical frameworks enhances their effectiveness, as regulations provide clarity and enforcement mechanisms. Understanding and adherence to the code of ethics is crucial for State Civil Servants, as it influences

discipline, responsibility, and public service quality. Lack of comprehension can hinder professionalism and service delivery. To improve public services, the Bengkulu City government prioritizes disciplinary measures and effective supervision, aiming to enhance productivity and service excellence. Therefore, this research focuses on the implementation of Bengkulu Mayor Regulation Number 44 of 2018 within the Muara Bangkahulu Sub-district, Bengkulu City, and its impact on bureaucratic practices (Kumorotomo, 2015; Lele, 2010).

## **THEORETICAL REVIEW**

### **Implementation of Public Policy**

Policy implementation involves translating policy decisions into action, typically through programs or derivative policies. According to experts like Wahab and Setyadi (2005), it's not just about administrative behavior but also about navigating political, economic, and social forces that impact all involved parties. Success requires a shared understanding of goals and commitment from all parties.

Mazmanian and Sabatier (Aguatino, 2006) define policy implementation as carrying out policy decisions, usually through laws, orders, or executive decisions, to address identified problems and achieve explicit goals. Dunn (2003) specifies it as controlling policy actions within a certain timeframe. Factors influencing program policy implementation, as highlighted by Subarsono (citing Cheema and Rondinelli), include environmental conditions, collaboration among organizations, organizational resources, and the characteristics of implementing agents. System implementation, as per Burch (1992), involves a plan and tasks to introduce and integrate a new system into an organization. Success depends on user acceptance; rejection indicates failure.

Riant Nugroho (2004) presents an implementation management model that integrates policy implementation within the framework of organizing, leading, and controlling. This model emphasizes the need for structured activities to ensure smooth implementation. Firstly, strategy implementation involves executing policies directly or through derivative policies, adjusting organizational structures, and operationalizing plans. Secondly, organizing entails formulating implementation procedures based on organizing, leading, and controlling principles, including designing organizational structures and integrating efforts. Thirdly, mobilizing and leadership involve resource allocation, providing guidelines, and fostering an organizational culture conducive to implementation. Lastly, control is essential, involving monitoring progress, implementing management systems, and conducting audits to maintain accountability. To improve government efficiency and transparency, a compatible architectural framework and platform for all departments and agencies are needed, along with standardization in telematics technology usage. Measures include developing E-Government across all agencies, updating regulatory frameworks, and enhancing information exchange between agencies. The government plans to increase awareness of telematics technology and provide education and training to improve civil servant skills and ethics understanding at all levels.

## **Perspectives and Models of Policy Implementation**

This research focuses on the implementation of Bengkulu Mayor Regulation Number 44 of 2018 concerning the State Civil Apparatus Code within Bengkulu City Government, with a specific study conducted in the Muara Bangkahulu District. The implementation model developed by Edward III serves as the primary reference due to its relevance to internal factors affecting the success or failure of the regulation's implementation in this context.

According to Riant Nugroho (2008), four key aspects must be fulfilled for effective policy implementation. Firstly, the policy itself must be appropriate, formulated in line with the problem it aims to solve, and created by an institution with matching authority. Secondly, the right implementers, whether government, public-private partnerships, or privatized entities, must be identified. Thirdly, the intervention's targets must be appropriately chosen, considering readiness for intervention and avoiding conflicts with other policies. Lastly, policy implementation is essentially a means to achieve objectives, either through direct programs or derivative policies. Public policy, as per Nugroho and Tangkilisan (2003), is government activities aimed at addressing societal issues directly or indirectly. Nugroho emphasizes that implementation is a dynamic process where implementers engage in activities to achieve policy goals effectively.

## **METHODOLOGY**

The study employs a qualitative descriptive approach to thoroughly investigate the implementation of the Code of Ethics for State Civil Apparatus in the Muara Bangkahulu Sub-district of Bengkulu City, with a specific focus on Bengkulu Mayor Regulation Number 44 of 2018. This methodological choice emphasizes a detailed exploration and portrayal of the social situation under scrutiny. Grounded in the foundational principles of qualitative research, the study seeks to capture the lived experiences, perceptions, and behaviors of individuals directly involved in the implementation process. By giving voice to the participants and understanding the social context in which the Code of Ethics operates, the research aims to generate knowledge that reflects the complexities and dynamics of ethical governance within the administrative structure of Muara Bangkahulu Sub-district. Through in-depth descriptions and analyses of qualitative data, such as interviews and observations, the study endeavors to shed light on the challenges, interpretations, and practices associated with adhering to the Code of Ethics in this specific socio-cultural and institutional setting. Ultimately, the qualitative descriptive approach serves as a robust methodological framework for unraveling the intricacies of ethical behavior and decision-making among state civil servants, contributing to a deeper understanding of governance practices in Bengkulu City.

### **Participants**

The selection of informants is based on achieving the accuracy and validity of the research, so the purposive sampling approach is the author's alternative in determining research informants. Purposive sampling is defined as determining the amount of information that depends and according to the author's will. This approach is carried out on the basis that the informants chosen are people who

really understand the situation or are directly involved with the research focus to be studied.

The informants were chosen because they can represent elements that are directly related to the implementation process of Bengkulu Mayor Regulation No. 44/2018 on the Code of Ethics for State Civil Apparatus within the Bengkulu City Government, which in this study relates to the State Civil Apparatus within the Muara Bangkahulu Sub-district of Bengkulu City. Information was extracted through informants by adjusting the concept of public policy implementation developed by Riant Nugroho (2008), namely how programs, projects, activities and users of the Muara Bangkahulu Sub-district of Bengkulu City in the Implementation of Bengkulu Mayor Regulation Number 44 of 2018 concerning the Code of Ethics for State Civil Apparatus within the Muara Bangkahulu Sub-district of Bengkulu City.

In this study, seven key informants were identified to provide insights into the implementation of the Code of Ethics for State Civil Apparatus in the Muara Bangkahulu Sub-district of Bengkulu City. These informants include the Head of the Sub-district, the Head of the Personnel Section, and a State Civil Apparatus member from the Muara Bangkahulu Sub-district in Bengkulu City. Additionally, input was gathered from the Inspectorate of Bengkulu City, contributing to a comprehensive understanding of the implementation process. Through interviews or other data collection methods, these key informants offered valuable perspectives and experiences, enriching the study's findings and shedding light on various aspects of policy implementation within the administrative setting of Muara Bangkahulu Sub-district.

### **Instruments**

In qualitative research, the aspect of research focus holds significant importance, especially when examining the implementation of specific regulations like Mayor Regulation Number 44 of 2018 in Bengkulu City. This regulation pertains to the technical rules governing the State Civil Apparatus Code of Ethics, particularly within the Muara Bangkahulu District. This code encompasses various ethical dimensions, including conduct within the state, organizational ethics, societal ethics, personal ethics, and professional ethics among fellow Civil Apparatus members. Therefore, the authors aim to conduct a comprehensive analysis, simultaneously examining both the Implementation of the State Civil Apparatus Code of Ethics and the execution process of Mayor Regulation Number 44 of 2018 within the Muara Bangkahulu District.

To structure this analysis, the study draws from Riant Nugroho's framework (2008), which outlines four key aspects: Socialization, Implementation, Compliance, and Impact. Through these indicators, the study seeks to assess the efficacy and adherence to the State Civil Apparatus Code of Ethics within the Muara Bangkahulu District of Bengkulu City. By examining socialization efforts, the actual implementation process, levels of compliance, and resulting impacts, the study aims to provide a comprehensive understanding of how the code of ethics is perceived, adopted, and practiced within the district. This approach enables a nuanced exploration of the nuances and challenges surrounding ethical conduct among Civil Apparatus members, shedding light on

areas for improvement and potential strategies for enhancing ethical governance within the local administration.

Table 1. Research Aspects

Research Focus	Research Aspect	Research Dimension	Description
<b>Implementation of the Code of Ethics for State Civil Apparatus in the Muara Bangkahulu Sub-district of Bengkulu City (Study of Bengkulu Mayor Regulation Number 44 of 2018)</b>	Socialization	Idea Skills Information Regulation	Bengkulu City Mayor Regulation No. 44/2018 on the Code of Ethics for State Civil Apparatus in Bengkulu City
	Application	Qualification Information Authority	
	Implementation	Services Satisfaction	
	Moment	Fixed Procedures Fixed Working Procedure	

### Data Analysis

Data analysis is a systematic process of searching and organizing interview transcriptions, field notes, and other materials that researchers have collected to improve researchers' own understanding of these materials and to enable researchers to present what researchers have found to others. In analyzing qualitative data, there are three main steps. First, data reduction involves simplifying and organizing raw data from field notes to identify patterns and key information. Second, data presentation arranges this information using tools like graphs or charts to aid understanding. Finally, drawing conclusions involves synthesizing data to reach meaningful interpretations while maintaining honesty and rigor.

### RESULTS

The Regional Apparatus Organization plays a vital role in delivering government services to the community, ideally adhering to principles of good governance. Employee discipline is crucial for achieving optimal performance within government organizations. Disciplinary measures for State Civil Apparatus in Indonesia typically involve administrative sanctions to address violations. Ethics, comprising moral principles adopted by society, guide individual behaviors and attitudes. Behavioral ethics among state apparatus reflect societal norms and values, influencing daily tasks and work habits. The State Civil Apparatus code of ethics outlines values and standards for public service, enhancing ethical infrastructure and guiding interactions between administration and the community. The implementation of the State Civil Apparatus code of ethics, as outlined in Bengkulu Mayor Regulation Number 44 of 2013, involves applying ethical values within the Bengkulu City Government. (Zahra, 2019; Noviyanto Ari & Lestari Hesti; Kusno, 2014; Fakrulloh Zudan Arif, 2010; Kumorotomo, 2004; Sadhana, 2010).

The understanding of the code of ethics among State Civil Apparatus in Bengkulu City is currently lacking, impacting discipline, responsibility, and public service quality. It's ironic when civil servants don't grasp ethical guidelines for professional conduct. To address this, Bengkulu City Government issued Mayor Regulation No. 44/2018 to promote integrity, professionalism, and good manners among civil servants (Sulistyo, 2022). The regulation aims to encourage adherence to laws, improve discipline, maintain a conducive work environment, and enhance the image and performance of civil servants. Civil servants are expected to follow the Code of Ethics in their dealings with the state, organization, society, themselves, and fellow civil servants. Each Regional Apparatus Organization must establish a tailored code of ethics, enforced by a Code of Ethics Assembly, responsible for hearings on alleged violations and recommending moral and administrative sanctions to the relevant authorities.

## DISCUSSION

Based on the monitoring of the Bengkulu City Personnel Education and Training Agency Team on November 12, 2023 at the Muara Bangkahulu District Regional Apparatus Organization, Bengkulu City, there are still many violations related to the State Sipl Apparatus official clothing which has been regulated in Bengkulu Mayor Regulation Number 44 of 2018 concerning the Code of Ethics for State Civil Apparatus within the Bengkulu City Government. The following is data on violations of the code of ethics for official clothing:

Table 2. Clothing Code Violations in Muara Bangkahulu Sub-District, Bengkulu City

No	Type of Violation	Total
1	Shoes Are Not Fantofel And Not Lace-Up	15 people
2	Not Wearing Identity Cards, Name Tags And Corpri Badges	6 people
3	Not Wearing A Corpri Belt (For Men)	5 People
4	Plain Headscarf	3 People

The process of addressing violations of the State Civil Apparatus code of ethics involves the Code of Ethics Assembly making decisions, even if the reported party fails to attend the hearing after being summoned twice within a seven-day grace period. The Code of Ethics Assembly deliberates to reach a consensus or decides by majority vote if consensus cannot be reached. Even dissenting members must sign the hearing decision, with their disagreement noted in the minutes. The decision of the Ethics Code Council is final. Moral sanctions, outlined in the Decree of the authorized Official based on the Code of Ethics Assembly's recommendation, can be public or private. Public sanctions may occur during official meetings, flag ceremonies, or announcements. The obstacles to improving civil servant discipline, according to information from the Bengkulu City Regional Personnel, Education, and Training Agency, include:

### **Lack of Socialization and Monitoring of Violations of the Discipline and Code of Ethics of the State Civil Apparatus**

Since the onset of the Covid-19 pandemic from 2020 to 2021, there has been a decline in the discipline and adherence to the code of ethics among State Civil Apparatus. This decline can be attributed to challenges in conducting socialization and monitoring activities within each Regional Apparatus Organization. Budget constraints have limited preventive measures such as socialization activities, leading to a lack of understanding among civil servants and leaders regarding the rules and procedures governing discipline and ethics. For instance, in a divorce permit process, a State Civil Apparatus processed a divorce trial at the Religious Court without obtaining permission from their direct superior or undergoing mediation at the Regional Education and Training Personnel Agency. Consequently, the superior of the State Civil Apparatus faced disciplinary action. Effective enforcement and understanding of the code of ethics require consistent socialization, reminders, and guidance from institutional leadership. Moreover, leadership plays a crucial role, not only in providing instructions but also in serving as role models. According to Mazmanian and Paul (1983), one effective strategy for implementing a code of ethics is for leaders to embody ethical behavior. If leaders fail to set a positive example, efforts to enforce ethics are unlikely to resonate with employees.

#### **Low Supervision**

The current lack of direct supervision from leadership in Regional Apparatus Organizations leads to poor responsiveness and a sense of impunity among subordinates, who may feel free to violate rules without fear of consequences. This contributes to ineffective enforcement of discipline and sanctions by leaders. The State Civil Apparatus faces challenges due to bureaucratic complexities, limited resources, and infrastructure deficits, hindering the optimization of public services. Additionally, there are concerns regarding the ethics and competence of civil servants. Issues within the State Civil Apparatus include a persistent priyayi mentality, poor service quality, corrupt recruitment practices, irregular mutations and promotions, instances of corruption and illegal levies, and bureaucratic politicization. These factors contribute to suboptimal public service delivery and a perception of civil servants as agents of authority rather than public servants. Improving public services and enhancing professionalism among civil servants are critical tasks for the government, considering the large workforce of over 4.37 million State Civil Apparatus. Cultivating a culture of professionalism is essential for addressing these challenges effectively.

## **CONCLUSIONS AND RECOMMENDATIONS**

The implementation of the State Civil Apparatus Code of Ethics in Bengkulu City Government faces challenges in improving work discipline due to limited understanding of ethics and laws, lack of incentives for excellence, lenient application of sanctions, diminishing employee discipline, inadequate supervision, and absence of leadership role models. Overall, the implementation of the Bengkulu City State Civil Apparatus Code of Ethics is fairly compliant with established procedures. However, challenges persist, including ineffective communication, low awareness of discipline among civil servants, and inadequate human resources capabilities in the Muara Bangkahulu District. Suggestions for improvement include intensified socialization of the Code of Ethics, assertive enforcement of rules, enhancing civil servants' awareness of regulations, and ensuring clear information dissemination to the public for improved service delivery.

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