Ethics and Public Trust in Post Covid-19 Public Services

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Abstract. *Ethics is often seen as an element that is less related to the world of public service. Though one of the elements that really determines public satisfaction. The development of public services by public institutions in Indonesia has increased along with the new paradigm post Covid-19. The purpose of this study is to examine the practice of post Covid-19 public services. The research method used qualitative with descriptive analysis type. Research data used secondary data. The results showed that one of the fundamental weaknesses of public service in Indonesia is the problem of morality because morality is considered less related to public service. In fact, bureaucrat's services to the community are still less than optimal due to the slow performance of bureaucrats in their services. However, every citizen wants services that meet the principles of good governance, especially aspects of accountability and the quality of public participation. In general, the bureaucracy has not been able to understand the ethics of public service and the code of ethics for public services in Indonesia is still limited. Therefore, the bureaucracy in the post Covid -19 era was to be more responsive and faster in solving problems, community needs, and adaptive. In addition, the use of ethics in bureaucracy is an effort to increase public trust.*

Keywords: *Covid-19, Bureaucracy, Ethics, Public service, Public trust*

1. INTRODUCTION

The development of public services by public institutions in Indonesia has increased along with the new paradigm of the Covid-19 pandemic. This is also a manifestation of good governance. But regarding ethics in public service is not directly proportional to the paradigm. However, ethical values that govern behavior, particularly in the public service bureaucracy (Idris *et al*., 2015). The awareness and disclosure in public sector ethics has made significant strides in the past decade. Public officials are holders of public trust, so ethical values must be considered in the context of the ultimate goal of officials to serve the public interest (Sherman, 1998). Therefore, ethics must be considered in every phase of public service, starting from the preparation of service policies, the design of service organization structures to service management to achieve the ultimate goal of the service.

Professional bureaucratic services in achieving their goals require state apparatuses called the government and its government. Essentially, the government is a service to the community not to serve themselves and create conditions so that each member of the community develops their abilities and creativity (Rasyid, 1998). Understanding of public services provided by the bureaucracy is a form of the function of the bureaucratic apparatus as public servants and public servants. The purpose of public service is to prosper the community. Widodo (2001) defines public services as the provision of services to the needs of people or communities who have an interest in the organization in accordance with the basic rules and procedures

that have been determined. Public sector organizations have recognized that they will ensure that their programs are adequately focused on the wishes and desires of their clients – the government, residents and consumers – so that they are seen as offering professional services (Wisniewski, 2001)

Basically, ethics in public administration can be used as guidelines, references, instructions about what must be done by the bureaucratic apparatus in carrying out political policies as well as being used as a standard of evaluation, whether the behavior of the bureaucratic apparatus in carrying out policies can be said to be good or bad. According to Dwiyanto (2002: 188) that bureaucratic ethics is described as a norm guide for the bureaucratic apparatus in carrying out its service duties to the community. As such, bureaucratic ethics must place public interests above personal, group and organizational interests. And must be directed to policy choices that truly prioritize the interests of the wider community. It is not a matter of a provision by the State or a provision on behalf of the State, but of a provision for the public whether or not it is made by public authorities (Akinboade *et al*., 2012).

At present the bureaucrat's services to the community are still considered to be less than optimal. There are symptoms of slow bureaucrat performance in serving the community. While the hopes of the people want to be fast. This is due to the slow response of the government in policies that lead to bureaucratic pathology. In addition, this is caused by the role of bureaucrats who do not understand their duties or bureaucrats with their ranks having the same interests.

Covid 19 handling status based on Decree of the Head of the National Disaster Management Agency (BNPB) Number 13A of 2020 which states extending the status of this non-natural disaster to May 29, 2020. However, it was alleged that this Decree of the Head of the BNPB caused confusion in its implementation in the field because it was deemed inappropriate with the Disaster Management Law and the Health Disability Act. This confusion caused confusion related to the pattern of bureaucracy or division of authority between the central government and regional governments (Tumanggor, 2020)

Whatever approach the government takes in handling and post co-19 in Indonesia, citizens want an approach that meets the principles of good governance, especially aspects of accountability and quality public participation. Both of these are important to ensure effectiveness, for example, in implementing Large-scale Social Restrictions (PSBB) policies in the field. So as to prevent the spread and transmission of Covid-19 to other regions. Accountability in handling post-Covid-19 is important to be considered by the government and all parties. Although handling and recovery after Covid-19 is part of emergency response, recovery in all sectors requires attention to aspects of governance. This remains a priority in order to increase the effectiveness of success in its implementation on the one hand and reduce negative impacts on the other. The more accountable the Covid-19 handling process is, the better expected results will be for the government and all parties.

Accountability is part of good governance implemented in many countries, including Indonesia. According to the World Bank there are six indicators of good governance, namely (a) voice and accountability; (b) political stability and absence of violence; (c) government effectiveness; (d) regulatory quality; (e) rule of law; and (f) control of corruption (Kaufmann *et al*., 2003). However, ethical issues can occur not only as medical and economic problems, but also concerning ethical issues. Ethics or moral philosophy is a branch of philosophy that reviews the merits of human attitudes and actions. Various ethical issues surfaced, with the most prominent being the problem in the field of medical ethics because doctors and nurses must immediately make decisions when dealing with Covid-19 patients. What criteria should doctors and nurses use to deal with the large number of Covid-19 patients even though doctors and nurses are very limited? If there are few ventilators, which patient should be prioritized? In addition to the medical ethics issues above, there are also ethical issues from public

policy makers. There is no freedom in testing and questioning the norms of morality. In fact, it is often rigid to the norms of morality that already exist without seeing the changing times. Bureaucratic ethics has virtue values that are closely related to the basic rights of citizens as social creatures such as respect for human rights to uphold justice. Bureaucratic ethics have been written and regulated by the government that should exist within the bureaucrat is to be able to increase the value of responsiveness, which is having a responsiveness to complaints, problems, and people's aspirations quickly and trying to fulfill.

2. LITERATURE REVIEW

2.1 Public Service Ethics

According to Frederickson (1997) that public service ethics is more than just thinking and talking; it is translated into results and practice. This is also not only a matter of technicality, since ethics is considered to be the soul of public administration (Lokman and Talib, 2015). The public service role representing a variety of goals is the main goal of the public sector (Koven,2003). Haryatmoko (2011) describes three dimensions of public service ethic namely: quality of service, modalities (care facilities), and acts of service (Idris *et al*., 2015). Meanwhile Lewis and Gilman (2012) stated that public service ethics is intended to encourage ethical practice and to help public service ethical professionals who will potentially have an influence on the wider community (Lokman and Talib, 2015). The ethos of public service is being damaged by changes, one of which, the main problem is that there are challenges to the fundamental objectives of the public sector (Lawton,1998).The most critical function of each government agency is to deliver services (Wijaya, 2018). Despite certain differences at the organizational level between public and private services, public services are performing significantly (Van de Walle, 2016: 832). Service quality can be defined as a justification for the gaps between standards and competence over important quality measurements (Loke *et al*., 2011). In the narrow sense that public service is an act of providing goods and services to the community by the government in the framework of its responsibilities to the public, both provided directly or through partnerships with the private sector and the community. This is done based on the type and intensity of community needs, community capabilities and markets. The best goods and services are those that fulfill what is promised or what is needed by the community.

2.2 Ethics

In the context of bureaucracy that ethics is described as a norm guide for bureaucratic apparatus in carrying out its service to the community. Bureaucratic ethics should place the interests of the public above the personal, group and organizational interests. In the last decade there have been significant efforts regarding awareness and disclosure in public sector ethics (Potts, 1998). Other extremely significant developments have heralded a new era in government ethics (Potts,1998). Ethics is based on abstract concepts such as theology and psychology, while at the same time purporting to set out basic ground laws for behavior-or within public bodies (Koven, 2003). The relationship between "accountability" and "ethics" has long been a concern of public administration students (Dubnick, 2003). According to Kaplan (1964) transparency and ethical conduct are scarcely felt when it comes to actions beyond the institutional background that affects public administration students (Dubnick, 2003). The cornerstone of this ethical asset value serves as a guideline for human consideration and action so that attitudes and behaviors that can be considered good and ethically responsible can be taken into account (Idris *et al*., 2015). Regarding institutional and management reforms, ethics must be improved (Lawton,1998)

3. RESEARCH METHODS

This research uses a qualitative approach. Qualitative and concise analysis approaches have become very popular in many areas of study, including education, psychology and social sciences (Nassaji, 2015). Qualitative research can be used to examine the following topics of social, institutional and environmental contextual conditions (Yin, 2011). The process of qualitative research is inductive which builds concepts, hypotheses, or theories not to test hypotheses (Merriam, 2009). Emerging situations are the focus of qualitative research (Tracy, 2013). This type of research is descriptive. The terms qualitative analysis and descriptive research are often used interchangeably. However, a distinction can be made between the two of them. Some of the main characteristics of both forms of study is that they require natural-istic results (Nassaji, 2015). This study is to describe the phenomenon of public service in post-Covid-19 Indonesia, particularly regarding ethical practices in bureaucracy or ethics in public services. This research used secondary data, especially journal articles.

4. RESULT AND DISCUSSION

Bureaucracy in Indonesia

The history of the bureaucracy in Indonesia is inseparable from the centralistic political system and even the modern political system. In fact, the existence of bureaucracy is difficult to be kept away from the activities and political interests of the government. In other words, it is difficult for the bureaucracy to escape from the net of practical political interests. Bureaucracy which is supposed to be an institution implementing political policy, has shifted its role to become a political instrument. President Jokowi plans to cut red tape by cutting the bureaucracy and making new breakthroughs, it is more emphasized to implement the bureaucratic ethics as well as possible so as to create good, friendly, impartial, and straightforward services for bureaucrats. In current public service practice in Indonesia, we should always pay attention to service. In other words, public service providers must study ethical norms that are universal, because they can be used as guidelines for their behavior. However, these norms are also bound by the situation so accepting these norms should not be rigid. Acting like this shows a maturity in ethics. The culture of feudalism inherited from the body of the colonial bureaucracy carries various consequences for the organization of the present bureaucracy. Bureaucratic accountability is only aimed at officials not at the public. Likewise, the loyalty and accountability of officials at the lower levels are solely aimed at the leadership. Feudalistic behavior in this bureaucracy has a big impact on the emergence of bureaucratic pathology, especially the practice of corruption in it. The substance of corrupt practices in bureaucracy is nothing but a part of feudalism which undermines the bureaucratic system. Structural corruption is also caused by a dominant factor in the position of the bureaucracy as the main source of goods, services, employment, and as a regulator of economic activity. The dominance of the bureaucracy makes the bureaucracy control most of the policy information to influence public opinion. Public sector mission serving many objectives is the primary mission of the public sector (Koven, 2003). Public sector employees are too frequently caught in the midst of political disputes, vilified for corruption (overpaid and sluggish) or as threats to human rights and economic prosperity (Koven, 2003).

Inequality between bureaucrats and the people in terms of status, education, and ownership of information ultimately leads to congestion and even failure of the bureaucracy in providing services to the community. The orientation towards change shows the extent to which the bureaucracy is willing to accept the change. These changes do not only concern the demands of a growing community, but also knowledge of various things that occur in environments outside the bureaucracy such as the development of science and technology. Knowledge of these new things must all be able to realize better service delivery to the service user community. The orientation to change is an attitude that is opposite to the orientation to the estab

lishment. The higher the attitude towards change, the lower the orientation towards the status quo. Orientation towards change makes the apparatus must look at changes that exist outside its bureaucracy, and look for something new and different from the existing system.

Covid-19 Pandemic Service

Covid-19 pandemic is a hazard that has the potential to threaten all aspects of people's lives, such as social, economic, health, and psychological. The condition of social vulnerability (social vulnerability) becomes a real reality that occurs in the community in the face of the Covid-19 pandemic. Social vulnerability makes the position of community resilience experienced a shock due to the Covid-19 pandemic. Community resilience is related to the ability of the community to be able to use available resources (such as technology, food, work, and a sense of security and comfort) in meeting their basic needs and carrying out their social functions. However, the current conditions actually make the resilience of society experience social vulnerability. Which makes productivity decrease, livelihoods are disrupted, and the emergence of social anxiety disorder in society (such as panic). The impact of social vulnerability can make people take three interrelated actions, namely apathy, irrational action, and criminal action. This we can see in the phenomenon of society that occurs at this time. So what happens to the community is the culmination of the social vulnerabilities that are currently being faced by the community.

First, apathy. The actions of the people who do not care about government instructions for physical distancing and do not go back to their hometowns. In fact, physical distancing is not effective. In addition, today many people choose to return to their hometowns. This action can actually increase the number of Covid-19 cases and their spread. Therefore, this is the government's job so that people continue to have social security, not take apathy when facing the Covid-19 pandemic. Second, irrational action. The actions of people who believe in various medicinal ingredients and preventative methods so they are not exposed to Covid-19 even though there is no evidence of scientific research. Sociologically, this social action is called traditional action. Another irrational act is panic buying. Panic buying is the response of the community to not experience difficulties in meeting their daily needs. It actually makes the price of needs soaring high and becomes scarce because of the hoarding.

Orientation on change should be owned by bureaucrats related to the insights and knowledge they have. The insight of a bureaucratic apparatus is not only related to routine duties as an employee, but rather to its ability to anticipate developments and changes that occur outside the organization's environment. Osborne and Plastrik (1997) state that change is initially very difficult because it has to deal with a long-established bureaucratic power culture. Therefore, it can be understood if many groups, including the bureaucracy itself become skeptical about the effectiveness of the commitment to change. Although not a few bureaucratic officials who want these changes, but some of them remain worried because of the consequences of greater responsibilities and tasks.

The dynamics in the mentality aspect of the apparatus will be followed by the consequences of changes in the bureaucratic environment. Basically, the change in the mentality of the bureaucratic apparatus is an effort to form an organizational culture in the bureaucratic system, so that cumulatively and effectively conditions all bureaucratic apparatus to always have an orientation towards change. The paternalistic performance of the bureaucratic performance can be seen from the volume of work charged to subordinate officials that is not proportional to the workload of the leadership. The leadership is considered as the party that has the power so it is not allowed to deal with technical problems in the service. The consequence of this thought resulted in the performance of public services actually led to small kings in the sub

ordinate apparatus group directly related to the community. The paternalistic nature of the relationship developed by the service bureaucracy has made communication with the service user community stalled, so that service performance cannot be responsive to people's aspirations.

The influence of paternalism also has consequences on the pattern of delegation of authority that occurs in the internal bureaucracy, which is based on the close relationship between the leadership and subordinate officials, delegations that are built based on feelings of like and dislike. The pattern of delegation was systematically created to ensure that subordinate officers would remain loyal, submissive and obedient to the leadership. The impact of this kind of bureaucratic culture makes leadership policies difficult to control so that it can lead to practices of corruption, collusion and nepotism (KKN). Delegation of authority colored by personal relationships is not infrequently constructed in the applicable hierarchical rules. In the end, it led to the dysfunctional behavior of bureaucratic leaders such as the abuse of power for personal and group interests.

Bureaucratic Ethics in Facing Covid-19

According to Bertens (2000) the concept of ethics has several meanings, one of which, commonly used by people are habits, customs or character and character. Aristotle used the word ethics to describe moral philosophy, which is the science of what is usually done or the science of customs. Bertens concluded that there are three important meanings of ethics, namely ethics (1) as moral values and moral norms which become a guideline for a person or a group in regulating his behavior, or referred to as the "value system"; (2) as a collection of principles or moral values often known as "codes of ethics"; and (3) as a science of good or bad, which is often called "moral philosophy". One interesting description from Bertens (2000) is about the distinction of ethical concepts from etiquette concepts. Ethics is more describing the norm about the act itself, namely whether an act is permissible or not, for example taking people's property without permission is never permitted. Whereas etiquette describes the way an action is done by humans, and applies only in association or interact with others, and tends to apply in certain circles, for example giving something to others with your left hand is a way that is not polite according to certain cultures, but no a problem for other cultures. Therefore, etiquette is more relative, and tends to prioritize outward symbols, when compared with ethics that tend to apply universally and truly reflect inner attitude.

In general, the bureaucracy has not been able to understand the ethics of public service and has not placed the service user community as a customer. Service users are still seen as clients whose fate is determined by their actions. Values such as the principle of equal rights, non-partisans and professionalism that should be the basis for the development of service ethics are far from the practice of conducting bureaucratic ethics. As a result, bureaucratic apparatus often discriminates against service users who are based on several things, among others, factors of socioeconomic status, closeness to officials, physical appearance, ethnicity, political affiliation, social affiliation, and the level of intellectual community. The service stigma with various ethical deviations makes the service user community seem to compete with each other to get the privilege of the bureaucratic apparatus. For those who do not have connections, are forced to use shortcuts by giving bribes to the authorities so that their affairs can be resolved quickly. The approach to ethical governance can therefore ensure the bureaucratic rationality and efficiency of public services with an indicator of transparency, accountability, participation and the rule of law (Idris *et al.*, 2015).

After the reformation, public control and supervision of the bureaucracy has become more transparent. Increasing the public's bargaining position against the bureaucracy which is

marked by the active variety of Non-Governmental Organizations (NGOs) and the House of Representatives (DPR), makes the bureaucratic apparatus relatively limited in carrying out service practices that are detrimental to the public. Public awareness of the implementation of bureaucratic reform began to increase, began to have the awareness and ability to be involved as part of or even the subject of a jointly established government system. Public control is considered effective to find out various sources of service system bottlenecks in the bureaucracy.

Social characteristics such as education, social and economic levels also have a strong influence on the critical power of the community in providing control and supervision of the performance of the bureaucracy. In addition, the development of an increasingly open political climate causes the public to freely and easily convey various issues that are considered detrimental to their interests. Freedom of the people who are critical of the bureaucracy is intended so that bureaucratic services can be faster, timely, easy and inexpensive. So that people who need services can access it well.

Service users who feel disadvantaged by the service of the bureaucracy can file complaints directly or indirectly. The public has many choices in submitting complaints, both through NGOs, members of the DPR and state / government institutions that oversee the performance of the bureaucracy. The media is more varied, including social media, online applications, SMS, telephone, letters and directly come to the office that serves public complaints. With this capability, the community will have a much better bargaining power and the bureaucratic apparatus will also be encouraged to provide more optimal services.

One factor that determines the level of performance of the bureaucratic apparatus is the application of an incentive system which is an important element in an organization to motivate its officials to achieve the desired work performance. Incentives are given to bureaucratic achievers who excel in the form of material and non material awards. Meanwhile, those who did not do well received a reprimand, warning, delay or demotion, and even dismissal.

Giving incentives must be open, equitable and linked to work performance, not based on feelings of like or dislike. Motivation of bureaucratic apparatus in achieving work performance including to increase income, obtain awards from the leadership, inner / personal satisfaction, promotion of positions, obligations to duties, as well as service and community service. There are two types of incentives, namely intrinsic incentives and extrinsic incentives. Intrinsic incentives are giving greater responsibilities and challenges from the leader, while extrinsic incentives for example are salary increases, promotions, benefits, or personal rewards in the form of praise from the leader and recognition of the existence of the work environment.

However, what is still often a problem is the performance appraisal of the bureaucratic apparatus still refers to the interests of the organization, not merely based on the level of satisfaction of the service user community. In this case, the apparatus can be faced with two opposing choices. On the one hand, if the apparatus serves the community based on existing standard operating procedures (technical / operational guidelines), they are considered to have good performance. But on the contrary, if the apparatus refers to the interests of the community which are sometimes considered to be in conflict with standard procedures (operational / technical guidelines) and existing regulations, they are considered to have failed because they have deviated from existing regulations. Public services that are more dynamic, creative in providing better services, and the courage to innovate towards the aspirations of a growing service user community. The provision of public services is usually a highly complex activity, requiring a vast number of transfers between service providers and users (Brajaktari, 2016).

The code of ethics for public services in Indonesia is still limited to a number of professions such as law and medicine experts while the code of ethics for other professions is still lacking. The absence of a code of conduct can provide opportunities for service providers to set aside public interests. The presence of a code of ethics serves as a direct control tool for the behavior of employees or officials at work. In this context, what is more important is that the code of ethics is not only just there, it is also assessed the level of implementation in reality. Even based on the evaluation of the implementation, the code of ethics was then developed or revised to always be in accordance with the demands of changing times.

We may need to learn from other countries that already have ethical maturity. In the United States, for example, ethical awareness in public services has increased so that many public service professions have a code of ethics. One example that is relevant to public service is the American Society for Public Administration (ASPA) code of ethics, which has been revised repeatedly and continues to be criticized and refined by its members. Values that are used as a guideline for the behavior of its members include integrity, truth, honesty, fortitude, respect, friendliness, responsiveness, prioritizing the interests of the public over other interests, professional work, professional development, open communication and transparency, creativity, dedication, compassion, the use of freedom for the public good. The government is personified by the public administrators. Consequently, their unethical conduct can have a major effect on the public's trust and confidence in the government (Lokman and Talib, 2015)

CONCLUSION

The phenomenon of society that occurs at this time is the culmination of the social vulnerability that is currently being faced by the community. First, apathetic actions, actions of people who do not care about government instructions for physical distancing and do not go home or go home. In fact, physical distancing is not effective. The journey of public services is inseparable from the history of the bureaucracy in Indonesia which is influenced by the ongoing political system. Whatever political system is applied during the historical period of government in Indonesia, the bureaucracy holds central to people's lives. Even in the centralistic political system and even the modern political system, the existence of bureaucracy is difficult to be kept away from the activities and political interests of the government.

The bureaucracy in the post Covid -19 era must be responsive to be more responsive and quick in responding to problems, community needs, and adaptive. Adaptive, which is quickly adjusting to the demands, desires and aspirations of the people being served who are constantly developing. Autonomy in Indonesia is in dire need of fast, precise, close and inexpensive services. The public is increasingly critical and brave to submit their wishes, demands and aspirations, and to exercise control over government performance. People are increasingly brave to demand public bureaucracy to carry out revitalization in providing public services. The habit of governing and governing must be changed to be helpful and helpful. Everything is headed toward flexibility, collaborative and dialogical, and eliminating feudal ways towards realistic and humanistic ways of working.

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