

ETHICS OF THE STATE CIVIL APPARATUS IN PROVIDING PUBLIC SERVICES IN AN EFFORT TO REALIZE GOOD GOVERNANCE

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ABSTRACT

Ethical behavior and effective leadership go hand in hand. In order to achieve good governance, it is necessary to have ethical values that serve as guidelines and must be followed by the public and public administrators. One of the problems that arises in the provision of public services is that there are still deviations by the State Civil Apparatus, hereinafter referred to as ASN in public services. To better understand how public administration ethics can be applied to the delivery of public services and ultimately promote good governance, this research is focusing on the state's civil apparatus. This research is a qualitative study using a descriptive approach to analyze and clarify phenomena in the field. According to the study's findings, in order to meet the needs of the community in a variety of service capacities, the apparatus as a public administrator has a duty to ensure that citizens have access to high-quality public services. Problems with management in the public sector abound. No one ever tells customers how much a service will cost or how long it will take. This happens because citizens' rights as service recipients and service providers' responsibilities are never codified in the procedures by which these interactions take place. Establishing public service standards is a workable solution. Developing a Complaint Management System, Customer Satisfaction Survey, and Standard Operating Procedures..

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1. INTRODUCTION

Concerning the cost, timing, and method of service, the current practice of providing public services in Indonesia is still fraught with uncertainty (Bisri & Asmoro, 2019). Managing public services is comparable to venturing into an unknown wilderness. Service users are never informed of service costs and durations. This occurs because service procedures do not regulate the responsibilities of service providers and the rights of citizens as service recipients (Siti Maryam, 2017). Typically, procedures govern only the responsibilities of citizens when interacting with service units. This extremely high level of uncertainty encourages residents to pay extortion fees to officers in order to obtain immediate service certainty (Maani, 2010).

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Uncertainty can also encourage residents to choose to use service bureaus to complete their services rather than complete them themselves (Syahbana & Indriaty, 2020). Besides that, it is also often seen and heard that the actions and behavior of service providers are impolite, unfriendly, and discriminatory. Given this context, it is not surprising that the government's effectiveness as a public servant is under scrutiny in modern times, especially given the trend toward greater democracy (Pasolong, 2020). Inquiring minds are starting to wonder if government agencies are really worth the money they're spending on them (Kolamban et al, 2019).

One central aspect of public administration is the formulation and implementation of public policy. Public policy is a key part of public administration, and its role can be compared to that of the brain: once established, the bureaucracy, along with the private sector and the community, would be responsible for carrying out all aspects of state and community life (Mulyadi, 2016). The government's public services should be viewed as a commercial service, despite the fact that they are not provided for profit (Rahmadana et al., 2020). In its role as provider of essential community services, government must exercise accountability and maintain a commitment to service excellence (Rukayat, 2017). Uncertainties remain in the cost, timing, and method of providing public services in Indonesian practice. Like venturing into the unknown wilderness, public service management is fraught with danger. Users have no idea what to expect in terms of service times and costs (Dwiyanto, 2017).

The State Civil Apparatus (ASN) has always been in the spotlight because of its role as the frontline of government service delivery. In reality, this is to be expected given the community's constant interaction with the government (Santoso & Dewi, 2019). There is a relationship between them in the form of service provider and service receiver. The general public looks to ASN to deliver high-quality, trustworthy service (Jayanti, 2019). The public expects bureaucrats to uphold their integrity and act in accordance with the law at all times. Consequently, the public will react to anything ASN does that is out of the norm (Sakir et al, 2021).

Law Number 5 of 2014 concerning State Civil Apparatus (ASN) in Article 4 states that: State Civil Apparatus must uphold high ethical standards. In addition, articles 4 and 5 of the ASN Law also describe in detail that public officials must comply with the code of ethics and code of conduct including being careful and disciplined, polite, without pressure, and maintaining confidentiality regarding state policies (Nuraini, 2020). In carrying out the responsibilities and tasks assigned by the institution, public administrators must have a high commitment, one of which is in terms of the application of public administration ethics (Sadhana, 2010). The implementation of public administration still has problems in its implementation, one of which is that there are still deviations made by public administrators , this of course affects the achievement of good governance (Arsyad & Sawir, 2022).

To be able to realize good governance, it is necessary to develop the quality of human resources in a public organization, by instilling ethical values in the implementation of public services. Ethics in the administration of public administration needs to be the guidelines and regulations governing the behavior patterns of the apparatus (Susanty, 2020). In its implementation, public organizations are parties that deal directly with the community, therefore the existing public administrators are expected to have attitudes and behaviors that reflect good ethical values (Endah, 2018). If public administrators can implement the values and principles that exist in the ethics of public administration, the tasks carried out can run well and can support the realization of the achievement of good governance. In addition, it can shape the character of each individual who has a disciplined personality, polite, responsible manners and has a high commitment (Pananrangi, 2017).

Supporting the realization of the achievement of good governance, ethics is one of the crucial elements that determine the success of implementing activities in public administration (Dewi, 2018). Lack of seriousness and attention from public administrators on ethical values in the practice of public administration remains a barrier on the path to achieving good governance (Hayat, 2020). In order to provide good and optimal public services, apparatus as public administration actors in achieving good governance must pay attention to and apply the ethical values of public administration. These values are related to the entire process of public administration activities, beginning with policy formulation and continuing through policy implementation and evaluation (Satibi & Ediyanto, 2020).

The issue of ASN ethics in public services in Indonesia which is dominantly reported in the media is that one of the basic weaknesses in public services in Indonesia is the issue of service morality (Kharisma, 2016). Various forms of discriminatory services are still a problem for service bureaucrats. Discrimination in services against groups of poor people is seen in several forms of services such as health services, education, transportation, and various other service fields (Rahayu & Dewi, 2013).

The existence of such service discrimination is very contrary to the ethics of public service. The reason is because ethics is one of the elements that greatly determines public satisfaction so that it supports the success of the organization in carrying out public services (Dawud et al, 2019). Therefore, it is expected that service providers can apply ethics in every phase of public services, starting from the preparation of service policies, design of service organizational structures, to service management so that they can support the delivery of quality services in various public sectors (Winengan, 2016).

Thus, it is highly expected from the bureaucratic apparatus of service providers to be able to apply ethics as part of a moral service. Based on the above phenomenon, this study intends to discuss the application of the Ethics of State Civil Apparatus in providing Public Services in an Effort to Realize Good Governance.

2. METHOD

In this particular study, a qualitative research approach was taken for the research that was conducted. Sugiyono (2019) asserts that the reason qualitative research methods are also referred to as naturalistic research methods is due to the fact that qualitative research is typically conducted in natural settings (natural settings). Researchers are expected to be able to examine and explain the ethical issues that arise from the application of ASN in the delivery of public services if they use this approach. This is done in an effort to realize good governance. This research is a descriptive study, which means that the researcher will only take pictures or describe the concepts and theories that will be studied during the research on ASN ethics in public services for the realization of good governance. For the purpose of providing evidence to support the disclosure of these occurrences, researchers utilize literature studies to collect pertinent data from reputable sources such as books, journals, articles in the mass media, and the internet. In accordance with the methodology proposed by Miles and Huberman (1992), the data from this investigation will be subjected to the following four stages of analysis: data collection, data reduction, data presentation, and inductive conclusion drawing.

3. RESULTS AND DISCUSSION

a. Ethics of State Civil Apparatus in Public Service

Ethics, including bureaucratic ethics, serves two purposes. In the first place, it acts as a guide, reference, and reference for state administration (public bureaucracy) in carrying out their duties and authorities so that their actions within the organization are considered to be good,

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commendable, and not reprehensible. Bureaucratic ethics also serves a similar purpose. The second point is that bureaucratic ethics, when used as an evaluation standard for the nature, behavior, and actions of the public bureaucracy, are regarded as being positive, not repugnant, and praiseworthy. Denhardt (1988) argues that: "An administrator is considered ethical if he examines and questions the standards used in decision-making, and does not base his decisions solely on existing customs and traditions". Furthermore, Anderson (2012) adds a new point that: "the standards used as the basis for these decisions reflect as much as possible the basic values of the people served". Next, Cooper (2019) reminds and adds a new element, namely: "the ethical standards may change from time to time and therefore administrators must be able to understand the development of these standards of behavior and act according to these standards".

Character, nobility, and ethical principles must be reflected in the mental attitudes and actions of every public service bureaucracy. He must cultivate his understanding, appreciation, and application of various ethical principles grounded in moral virtues, especially justice, in the performance of his official duties. In general, moral values can be deduced from the "six great ideas": truth, goodness, beauty, liberty, equality, and justice. In social life, a person is frequently evaluated based on whether his speech, attitudes, and behavior align with these values. Similarly, in the provision of public services, the words, attitudes, and behaviors of service providers are frequently used as a measure of these great values. In addition to these fundamental values, there may be additional values deemed essential to the success of service delivery that are periodically assessed, developed, and promoted.

In the realm of public service, ethics is defined as a moral philosophy or value and is referred to as "professional standards" (code of ethics) or "right rules of conduct" (rules of right behavior) that public service providers should adhere to. A code of ethics specifies which actions, behaviors, and attitudes service providers must engage in or avoid. The code of ethics possessed by the public bureaucracy demonstrates the practical application of ethics and morals. In Indonesia, the code of ethics is still restricted to a few groups, such as legal and medical professionals. Not only is the code of ethics read, but it is also implemented in the performance of work, the level of implementation is assessed through a monitoring mechanism, and improvement is pursued through consensus. This commitment to ethical improvement must be demonstrated so that the public is increasingly persuaded that the public bureaucracy is truly accountable when providing public service. For this reason, we may need to learn from other developed and ethically mature nations.

Furthermore, according to Darwin's opinion in Widodo (2001) public administration ethics is "a set of values that becomes a reference / guide for human actions in organizations". Various administrative activities starting from the planning, organizing, supervising, evaluating stages within the scope of public administration activities, the apparatus needs to have knowledge and a strong foundation of understanding on organizational theory. The process of public administration is a complicated process, not only related to technical activities but also political activities that seek to interpret public will into a form of policy. The policies taken have an impact on the general public. Thus, in determining these policies the government needs to pay attention to the ethical principles in it because every process of public administration always demands ethical responsibility. In the opinion of Miftah Thoha (2004): "The science of public administration is a systematic study and is not just an abstract painting, but includes planning the reality of all efforts in managing good governance".

To avoid corrupt behavior, society demands that government officials have and develop moral accountability for themselves. But unfortunately, moral responsibility and professional responsibility become a crucial weak point in the service bureaucracy in Indonesia. In this regard, Harbani said that to assess the good or bad of a public service provided by the public bureaucracy,

it can be seen from the good or bad application of the values as follows: First, efficiency, that is, bureaucrats are not wasteful in carrying out their service tasks to the community. In the sense that the bureaucrats are careful to provide the maximum results to the public. Thus the value of efficiency is more directed to the use of resources owned quickly and precisely, not wasteful and accountable to the public. So it can be said that it is good (ethical) if the public bureaucracy carries out its duties and authorities efficiently. Second, effectiveness, namely that bureaucrats in carrying out service tasks to the public must be good (ethical) if they meet predetermined targets or goals. The intended goal is a public goal in achieving its goals, not the goal of service providers (public bureaucracy). Third, service quality, namely the quality of services provided by bureaucrats to the public must provide satisfaction to those served. In the sense that whether (ethical) the services provided by bureaucrats to the public are determined by the quality of services. Fourth, responsiveness, which is related to the responsibilities of bureaucrats in responding to urgent public needs. Bureaucrats in carrying out their duties are considered good (ethical) if they are responsible and have very high professionalism or competence. Fifth, accountability, which is related to accountability in carrying out the duties and authorities of public services. Good (ethical) bureaucrats are bureaucrats who are accountable in carrying out their duties and authorities.

Implementation of the Code of Ethics for Public Services for ASN in Realizing Good Governance

In order to demonstrate the application of ethics in the process of public service, one must always be disciplined, obedient to the rules, courteous, and friendly. In actuality, public service activities have been poorly executed and have failed to meet the community's expectations. According to the indicators, there are still a large number of community complaints against the government's service implementation on the ground, both in terms of procedures, transparency, and the attitude of the apparatus in providing services. Existence of ethical deviations is currently one of the unresolved problems associated with public administration. So as to cause people to speculate and question whether the government is able to provide quality public services to the community and the implementation of public administration (Nuraini, 2020).

The emergence of these various problems shows that the process of achieving good governance has not yet been realized optimally and it is the responsibility of the government to immediately take steps to resolve the various problems that arise in this case, cooperation and participation from the community is also needed. Moreover, the government as an actor of public administration has a great responsibility to realize public services as well as possible for the achievement of public welfare. Through the application of public administration ethics as optimally as possible, it will be able to encourage the realization of good governance which has been coveted.

A good apparatus must have institutional values, avoid the occurrence of fraud problems such as corruption cases that are rampantly carried out by public officials. There are still moral and ethical violations starting from the formulation, implementation to evaluation that are very biased towards certain interests. The process of implementing good governance in which there are still irregularities, all of which appear to be unfair, not transparent, unresponsive, not participatory, unaccountable and so on (Haris, 2017). All of these problems indicate that public administration ethics has not played much of a role in helping to create services as expected by the community, and ethics has not become a principle that is firmly held by public administration actors. Therefore, public administration ethics has an important role in realizing good governance.

The current public demands for quality public services will be strengthened. Therefore, the credibility of the government is largely determined by its ability to overcome the various problems mentioned above so as to be able to provide public services that satisfy the community in accordance with the concept of good governance. Things that can be proposed to overcome these problems include the following:

1. Service Standard Setting

The importance of service standards in the public sector cannot be overstated. The term "service standard" refers to the agreement between a service's provider and the community regarding the level of quality to be provided by that provider's services. Standards for a service are established through the following steps: determining the type of service, identifying customers, determining what those customers expect, developing a service vision and mission, analyzing relevant processes, procedures, facilities, and infrastructure, as well as estimating how much it will cost to provide that service. This procedure will not only reveal which standards for services need to be established, but it will also reveal which institutions are equipped to back the implementation of management processes that yield services that meet these requirements. Information on the distribution of service tasks, as well as the required number and skill sets of human resources, is also generated.

2. Development of Standard Operating Procedures (SOP)

Standard Operating Procedures are essential for maintaining reliability in the delivery of services. The SOP ensures that the service unit's internal processing is carried out in accordance with well-defined standards and guidelines. As an added bonus, standard operating procedures (SOPs) can be beneficial in the areas of:

- a. To ensure that the process can run uninterrupted. If certain things happen, for example, an officer assigned to handle a certain process is unable to attend, then another officer can replace him. Therefore the service process can continue;
- b. To ensure that licensing services can run in accordance with applicable regulations;
- c. Provide accurate information when searching for procedural errors in the event of deviations in service;
- d. Provide accurate information when certain changes will be made in service procedures;
- e. Provide accurate information in the context of service control;
- f. Provide clear information regarding the duties and authorities that will be delegated to certain officers who will handle a particular service process. Or in other words, that all officers involved in the service process have clear job descriptions and responsibilities.

3. Customer Satisfaction Survey Development

In order to keep the public happy, it's important to figure out how to gauge how happy people are with the government's services. For service management to be effective, it is essential that the quality of the service products offered by service providers corresponds to the standards set by the community as a whole. The results of customer satisfaction surveys are therefore relevant to efforts to enhance public services;

4. Complaint Management System Development

Providers can learn from customer complaints about the efficacy of their efforts to keep their services consistently up to par with industry norms. As a result, it's important to create a complaint management system that can turn different types of public complaints into useful information for enhancing the quality of services provided. On the other hand, developing public service models is one way to boost the quality of public services from a macro perspective. There are some public services that can be effectively managed by the private sector. Models such as: Contracting out sees the private sector carry out public services through an auction process, with the government acting as regulator; franchising sees the government appoint the private sector

to be able to provide certain public services, with price regularity subsequently setting the maximum price at which these services may be provided.

Through the application of public administration ethics as optimally as possible, it will be able to encourage the realization of good governance which has been coveted. Therefore, public administrators in carrying out their duties must have ethical values embedded in themselves, especially with regard to manners, courtesy, values, norms related to rules, and must have good behavior, because if every public administrator does not have values good ethics, it will have an influence on the resulting performance and professionalism will be questioned.

There are still moral and ethical violations starting from the formulation, implementation to evaluation that are very biased towards certain interests. The process of implementing good governance still has irregularities in it, all of which appear to be unfair, not transparent, unresponsive, not participatory, unaccountable and so on. All of these problems indicate that public administration ethics has not played much of a role in helping to create services as expected by the community, and ethics has not become a principle that is firmly held by public administration actors. Therefore, public administration ethics has an important role in realizing good governance. The role of public administration ethics in realizing good governance is through the implementation of various written and unwritten ideal rules, both those originating from Pancasila and the 1945 Constitution, laws, and other regulations related to ethics.

4. CONCLUSION

Various problems that arise during the process of achieving good governance indicate that the implementation of public administration has experienced an ethical decline, which can have an effect on the welfare of the populace. This is due to the existence of ASN elements who are not accountable for their responsibilities and duties in carrying out their responsibilities and duties. The availability of the rule of law as a component of efforts to establish good governance and at the same time formalize the ethics of ASN is still insufficient to make ASN subject to ethics that must be observed when performing their duties as government officials. This is due to the failure of superiors and leaders to apply and enforce ethics with their subordinates. Thus, governance, exemplified by the bureaucracy as an extension of the government's arm, only provides rules for ASN to follow and is not supported by law enforcement, which is an essential component of good governance. As a result of the actions of public servants who do not adhere to the ethical code of community service, it is now expected that public servants will adhere to the highest ethical standards. As evidenced by a pattern of implementation that is still difficult to access, uninformative, and unwilling to consider the aspirations of the community, public services continue to exhibit a number of deficiencies. Not responsive, not coordinated with one another, inefficient, or bureaucratic red tape. Professionalism, competence, empathy, and ethics are still insufficient among public service providers' human resources. The organizational structure is replete with hierarchies, resulting in convoluted (bureaucratic) and uncoordinated services. The feasible solution is the establishment of public service standards. Standard Operating Procedures (SOP) creation, Customer Satisfaction Survey creation, and Complaint Management System creation.

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