

Public Ethics in Civil Service Police Unit (Satpol PP) of Makassar

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Abstract. This study aims to analyze public ethics in local government institutions. It is used as an attempt to create an institutional order that allows better ethics in the governance system involving governmental institutions and the public. The study was conducted on Satpol PP (Satpol PP) in Makassar by using qualitative method. This study outlines the fundamental problems in terms of personal and institutional affairs of the Satpol PP in Makassar. The result indicates that the main problem is not merely in Satpol PP itself, but also institutionally public ethics has not been imposed well. Theoretical reflection resulted from the study is that in the context of civil service police unit of Makassar, institutional ethics should be made possible to control personal ethics. Therefore, the direction of future policy should emphasize more on how to build the institutional ethics for the Satpol PP of Makassar.

Keywords: civil service police unit, public ethics, institutional ethics, personal ethics

Abstrak. Penelitian ini bertujuan untuk menganalisis etika publik dalam lembaga pemerintahan daerah. Kajian etika publik ini digunakan sebagai upaya untuk menciptakan tatanan kelembagaan yang memungkinkan etika menjadi lebih baik dalam sistem tata kelola urusan pemerintahan yang melibatkan lembaga pemerintahan dan masyarakat. Penelitian dilakukan pada lembaga satuan polisi pamong praja (Satpol PP) di Kota Makassar dengan menggunakan metode kualitatif. Penelitian ini menguraikan persoalan-persoalan mendasar dalam hal personal dan institusional Satpol PP Kota Makassar. Hasil penelitian menunjukkan bahwa masalah utama bukan saja masalah personal Satpol PP melainkan karena memang secara institusional etika publik belum terlembagakan dengan baik. Refleksi teoretis yang dihasilkan dari penelitian adalah bahwa pada konteks Satpol PP Kota Makassar, etika institusional dimungkinkan dapat mengontrol etika personal. Oleh karena itu, arah kebijakan kedepannya sebaiknya lebih ditekankan pada bagaimana membangun etika institusional pada Satpol PP Kota Makassar.

Kata kunci: etika publik, etika institusional, etika personal, Satpol PP

INTRODUCTION

Public ethics is a fundamental issue of the embodiment of governance in many democratic countries. Ethics has become an interesting topic for researchers and practitioners to see the future of a government (Beeri et al., 2013). The lack of upholding ethics is one of the problems in modern administration, because it has potential to undermine public trust in the government; moreover, it can damage the foundation of democracy. In Indonesia, the ethics issue still becomes a problem in the management of public affairs involving government and the people.

One of the governmental institutions often considered notorious is the civil service police unit (police unit that belongs to local government or Satpol PP). The negative stigma does not appear out of nowhere. It is almost every day that the media report the policing activities undertaken by Satpol PP often ended in violence. Frequently, the violence demonstrated by Satpol PP is responded with another violence by the public, leading to clashes and riots. Satpol PP is then considered as public opponent, actor of violence, inhuman, arrogant, and violating human rights (Gibbings, 2016: 88; Indrayanto et al., 2014: 376). The Satpol PP case

underlies the notion that the study on public ethics is important to discuss. The study of the public ethics has been actually done by many researchers. However, almost all of them discussed it from the standpoint of personal ethics that covers ideal characteristics or moral principles that must be followed by governmental apparatuses (Buchanan, 1996; Wieland, 2000; Kaptein, 2010). Most of the ethical approaches depart from the tradition of moral philosophy, in which the characteristics and ethical principles are discussed in the conception of personal ethics. Although there are a number of studies on personal ethics, the ethical issue among local government officials in Indonesia has not indicated any improvement. This is because the focus of the discussion of these studies only emphasized on the condition of the ethical human beings in terms of characteristics and morals (Nurdin, 2014; Jumiati, 2012; Maani, 2010). Meanwhile, there is still no answer for the question of how the institution applies obligatory characteristics through the approach of personal ethics. In this context, the study of institutional ethics emerges as an attempt to create institutional arrangements which improve the ethics to be better. On the private sector, the study of ethics institutionalization has received critical attention; some researchers have given a number of

models of ethics institutionalization (Chima et al., 2013; Lemiengre et al., 2014). In contrast, on the public/governmental sector, especially on local government in Indonesia, institutional ethics study is not widely discussed. Thus, the study of institutional ethics is important to be continuously developed, as a new study in local governmental organizations in Indonesia.

This study shall reveal how the basic values institutionally served as the guidelines by Satpol PP of Makassar and how these values are institutionalized in the organization. There are three important reasons for taking the case of the city of Makassar. First, Makassar is growing into a modern city with its visioning concept to become a “world city”; it hence needs to be evaluated from the institutional aspect. Second, Satpol PP in Makassar has tried to innovate policy by forming a civil service police unit specifically for tourism. This unit has significant differences from the Satpol PP in general, some of which are the uniforms, ability to speak English, and attractive members. Third, recently, precisely in August 6, 2016, there was a clash between Satpol PP and police force in Makassar city hall (Kompas, 2016; Dawn, 2016). The incident is an irony to the Government of Makassar; at the time the vision of a world city was campaigned and the innovation of policy was developed, ethics was unnoticed.

Therefore, this study will describe the aforementioned problem by using analytical framework of public ethics. Analysis of public ethics is a reflection of the standards/norms that determine the good and the bad, right and wrong behaviors, organizational actions and decisions that direct public policy in order to perform public service accountability by governmental bodies (Haryatmoko, 2011). In the first part, it will describe the general idea of Satpol PP organization. Next part will identify various modalities such as local values as a source of public ethics modality of Satpol PP of Makassar. Subsequent analysis outlines how to build personal ethics and institutional ethics infrastructure on Satpol PP of Makassar. Then the end of this study will formulate the design of institutional ethics that is capable to support the internalization of better public ethics in local government. The institutional ethics tries to build a system or procedure which facilitates the norms of public ethics to be implemented.

RESEARCH METHOD

This study uses qualitative descriptive method based on the field research in Makassar during the period of December 2015 to August 2016. The data were collected through field observation, interviews, and literature studies. Interviews were conducted with key informants, in this case, the Head of Satpol PP, Deputy Head of Satpol PP, some of the Heads of Divisions, and officers in the field. Literature study was conducted by reviewing some important documents deemed relevant to the theme of the study. This study conducts analysis on public ethics. The public ethics approach uses three-dimensional analysis, namely: the dimension of purpose, the dimension of modality, and the dimension of action (Haryatmoko, 2011). Public ethics is used as a

reference to explain two instruments of ethics, namely, personal ethics and institutional ethics preserved by Satpol PP of Makassar.

RESULT AND DISCUSSION

The civil service police unit has been in Indonesia since the pre-independence era. Since that period, it has been many times renamed, ranging from Bailluw (1620), Besturpolitie (1815), Detasemen Polisi Pamong Praja Keamanan Kapanewon (October 1948), Detasemen Polisi Pamong Praja (November 1948), Kesatuan Polisi Pamong Praja (1950), Pagar Baya (1962), Pagar Praja (1963), Polisi Pamong Praja (1974), and in 1999, it was renamed as Kesatuan Polisi Pamong Praja (Civil Service Police Unit or Satpol PP) as it is known nowadays. Although its name has been changed several times, there is a consistency of the main tasks of Satpol PP, that is, helping the Regional Head in enforcing local regulations and the implementation of public order and tranquility (Maharani, 2014).

Up to the present, the activities carried out by Satpol PP of Makassar are based on: (1) Law No. 23 of 2014 on Local Government; (2) Government Regulation No. 41 of 2007 on Regional Apparatus Organization which has been revised by Government Regulation No. 18 of 2016; (3) Government Regulation No. 6 of 2010 on the Civil Service Police Unit; (4) Regulation of Minister of Home Affairs No. 38 of 2010 on the Guidelines for Education and Basic Training of Civil Service Police Unit; (5) Regulation of Minister of Home Affairs No. 54 of 2011 on the Standard Operating Procedures of Civil Service Police Unit; and (6) Regional Regulation of Makassar No. 3 of 2009 on the Establishment and Composition of the Regional Apparatuses Organization of Makassar.

In Law No. 23 of 2014, Satpol PP is regulated in Article 255 and 256. Article 255 discusses the purpose of the formation of Satpol PP and its authority. Article 255 Paragraph 1 states that “The civil service police unit is formed to enforce the Regional Regulation and the Regulation of Regional Heads, to organize public order and tranquility, as well as to protect the citizens”. The authorities of Satpol PP are mentioned in Article 255 Paragraph 2, namely: (1) conducting non-judicial enforcement action against citizens, apparatuses, or legal entities who violate the Regional Regulation and/or Regulation of Regional Heads; (2) taking action against citizens, apparatuses, or legal entities who disturb public order and tranquility of society; (3) conducting investigation against citizens, apparatuses, or legal entities suspected of committing a violation of the Regional Regulation and/or Regulation of Regional Heads; and (4) performing administrative actions against citizens, apparatuses, or legal entities who violate the Regional Regulation and/or Regulation of Regional Heads. Since this legislation was just acted at the end of 2014, the government regulation mandated by this legislation to further discuss Satpol PP is still missing. However, most of the contents of this legislation regarding Satpol PP are accommodated on the Government Regulation No. 6 of 2010 on the

Civil Service Police Unit. This regulation is the main guidelines of Satpol PP at present.

In the Government Regulation No. 6 of 2010, the duties and functions of Satpol PP are mentioned in more details, including: (1) to arrange programs and implement the enforcement of Regional Regulation, public order and tranquility, as well as the protection of citizens; (2) to implement the Regional Regulation and the Regulation of Regional Heads enforcement policy; (3) to implement the policy for the public order and tranquility in the region; (4) to implement the policy of public protection; (5) to coordinate the enforcement of Regional Regulation and the Regulation of Regional Heads, the implementation of public order and tranquility, with the Indonesian National Police, Local Civil Servant Investigator, and/or other officials; (6) to carry out supervision towards the citizens, apparatuses, or legal entities to comply with the Regional Regulation and the Regulation of Regional Heads; and (7) to implement other tasks given by the regional head.

In addition to the duties and functions as regulated in the Law and the Regional Regulation above, the city of Makassar adds administrative tasks to Satpol PP of Makassar. In the Regional Regulation of Makassar No. 3 of 2009 on the Establishment and Composition of the Regional Apparatus Organization of Makassar, Satpol PP is assigned to one of the local technical institutions. Article 33 Paragraph 2 states the functions of Satpol PP other than those mandated by the Law and Regional Regulation in force. It has the functions of planning and controlling the operational techniques of the financial management, employment, and maintenance of regional properties under its authorization, as well as the implementation of the secretarial function. The functions tend to be administrative functions and institutional management assigned to Satpol PP as a regional body.

Based on the authority as well as main tasks and functions of Satpol PP, as mandated on Law No. 23 of 2014; Regional Regulation No. 6 of 2010; and Regional Regulation of Makassar No. 3 of 2009, it can be concluded that the main referral values of any activity of Satpol PP of Makassar are the enforcement of the regional regulation, public order, and public tranquility. Although there are three main values regarded as the purpose of Satpol PP, the value of regional regulation enforcement is the most important value. This is because the values of public order and public tranquility are not solely the hallmark of the duties and authority of Satpol PP, but also the police. The most distinctive privilege of Satpol PP is the enforcement of regional regulation as it can be concluded as the main value that becomes the purpose of the existence of Satpol PP. In addition, for the implementation of the public order, the standard of the enforcement that becomes the authority of Satpol PP is also based on the regional regulation. Thus, either the authority or the main duties and functions of Satpol PP should be based on the enforcement of the regional regulation. The main perspective in evaluating the good or bad, right or wrong for Satpol PP is based on the regional regulation. If the regional regulation has been set, then everything that violates or opposes the regional regulation remains wrong in the eyes of Satpol PP.

The previous section has described that the dimension of purposes or principal values of the establishment of Satpol PP is the enforcement of regional regulation. This section will describe the basic principles of the activities of Satpol PP referring to the values that must be followed and how those values are internalized. It also will discuss the institutional system of Satpol PP so that the goals and values, that must be followed, can manifest in the actions of Satpol PP.

In performing its duties, Satpol PP of Makassar must: (1) uphold the norms of law, religion, human rights, and other social norms that exist and thrive in the society; (2) comply with the disciplines of civil servants and the code of conduct of Satpol PP; (3) help to resolve disputes in the society that can disrupt public order and public tranquility; (4) report to the Police of the Republic of Indonesia on the discovery of or reasonably suspected crime; and (5) submit the discovery, or reasonably suspected violation upon the Regional Regulation and/or Regulation of Regional Head to the Civil Servant Investigators (Iman Hud, interview result, March 12, 2016). From the points of the liabilities of Satpol PP, it is indicated that a couple of values must be upheld, including the norms of law, religion, human rights and local values in each region.

The responsibility to uphold the values is described further in the Regulation of Minister of Home Affairs of the Republic of Indonesia No. 54 of 2011 on the Standard Operating Procedures (SOP) of the Civil Service Police Unit. For example, in the SOP of the Regional Regulation Enforcement, in general terms, it confirms four important things, some of which, holding a legal basis, not violating human rights, carried out according to the procedure and not causing casualties/loss on any party. In the SOP of the Public Order and Public Tranquility, Satpol PP is required to have an insight about the regional regulation, ability to convey the intention and purpose in good Indonesian language or in the local language, and willing to accept suggestions and criticisms. The operational standards show that institutionally, Satpol PP has arranged that the values of human rights, local values, and the legal certainty are the keys in the activities of Satpol PP.

Satpol PP of Makassar seems to pay attention to the values of security, order and culture. This condition is reflected in the Vision of Civil Service Police Unit of Makassar in 2014-2019: "The Achievement of Safe, Well-Ordered and Cultured Makassar". There are three keywords contained in this vision, including security, order, and culture. The first two keywords are the principles of the establishment of Satpol PP as mandated in the Law and Regional Regulation that regulate Satpol PP. The third value can be regarded as the refinement of the required local values in every operation conducted by Satpol PP. One thing that is still lacking here is the interpretation of the word "cultured" itself in the wider context of Makassar culture. In fact, Makassar has a lot of values in its local culture, such as the values of *siri'*, *pacce*, *sipakatau*, *sipakainge'*, and *sipakalebbi*. *Siri'*, *pacce*, *sipakatau*, *sipakainge'*, and *sipakalebbi* are the philosophy of life in South Sulawesi. *Siri'* and *pacce* are the principles

that prioritize pride or shame. Sipakatau means humanizing people or not acting abusively toward others. Sipakainge means reminding each other and edifying each other, while sipakalebbi means mutual respect and respecting one another. One of the chiefs of Satpol PP said that should more emphasis be given to these values, the other values such as human rights and legal certainty can be accommodated (Ikbal Asnan, interview result, April 1, 2016).

Besides discussing the basic principles, the dimension of modalities also discusses the infrastructure of ethics. The infrastructure of ethics according to F. Piron (in Haryatmoko, 2011: 76), is “all forms of infrastructures that support and give sanctions in order to direct coherently and work in coordination with the norms upgraded to be the ethics materials in the public service”. Essentially, the ethics infrastructure discusses the facilitation that allows governmental institutions to enforce ethical values and fundamental principles followed by the institutions. Furthermore, the ethics infrastructure can be divided into two parts by the characteristics; developing the ethics from inside and outside Satpol PP of Makassar.

The infrastructure of ethics that can be inserted from the organization of Satpol PP consists of: (1) the ethics commission who interfere in the decision making to raise the issue of ethics in every meeting of the staff; (2) the availability of ethics consultation; (3) the mechanism of whistle-blowing; (4) the method of member recruitment in accordance with ethical standards followed by education and regular training on public ethics; (5) the performance evaluation process that is directed to the identification of the ethical dimensions; and (6) ethics audit. The ethics infrastructure built outside Satpol PP consists of: (1) accountability and free and critical press; (2) the rotation of positions; (3) a code of conduct and legislation to prevent conflicts of interest, establishment of an independent auditor, internal control system and ethics advisory board; (4) technical competence and leadership skills of public officials that sustain ethical potentials (Haryatmoko, 2011: 76-77).

Not all of the ethics infrastructure will be used to analyze the ethics of Satpol PP. Some of them will be simplified for having the same substance and some of them are not discussed further because they do not become the discussion domain regarding eviction activity. Among the top ten ethical infrastructure, there are only six infrastructure used as the framework for analyzing the ethics of enforcement conducted by Satpol PP of Makassar, namely: (1) the existence of sanctions against violations of ethics; (2) the ethics committee; (3) the mechanism of whistle-blowing; (4) the recruitment with ethical standards; (5) the public ethics education and training on a regular basis; and (6) the performance evaluation process directed to the identification of ethical dimensions. The other six points are not included for having similar substance with the function of ethics committee or else not considered as a domain for discussing eviction activity. The six ethics infrastructure above will be reviewed below:

First, sanctions towards violations of ethics cannot be found in the regulation regarding the civil service police unit. In Regional Regulation No. 6 of 2010 and the Regulation of Minister on the SOP of the civil service police unit, the penalties for the Satpol PP who violate the basic values that must be upheld in the policing activity have not been set. As an effort to actualize the values of human rights, local culture, and law certainty to become Satpol PP activities, the existence of sanctions for violators is absolutely necessary. Without the sanctions, the values that are required to serve as guidelines for Satpol PP will just be a mere appeal. The study result indicates that there has never been any Makassar Satpol PP who is given sanctions due to violations against the values mentioned above. In fact, it has been a lot of printed and online media that highlight the indication of human rights violation committed by the Satpol PP of Makassar in the eviction activity. This condition can be considered as one of the factors that hinder the embodiment of human rights values and local culture in the policing carried out by Satpol PP of Makassar.

Second is a review on the ethics committee. If examined further, the fundamental issue is not only the absence of regulation regarding sanctions against human rights violations in the case of eviction, but in terms of institutional structure. In the Regulation of the Mayor of Makassar No. 99 of 2013 on the Duties and Functions of Structural Position of Satpol PP of Makassar, there is also no structural position assigned to conduct controlling, investigation, or sanction against the Satpol PP who violate human rights values and local culture. In several government agencies, this function is usually run by the human resource department or ethics committee. On Satpol PP of Makassar, the staffing function is carried out by the General Affairs and Human Resource Sub-division. However, if the duties and functions of this sub-division are observed as stated in the Regulation of the Mayor of Makassar No. 99 of 2013, there is no function of evaluation, checking, or giving sanctions for the ethical violations of Satpol PP. This sub-division tends to be responsible for general administrative tasks and employee affairs, for example, dealing with the problem of promotion, transfer, leave, dismissal, or retirement. This is understandable because the staffing function is combined with general administrative functions.

The other thing that is not found in the structure of Satpol PP of Makassar is the absence of the ethics committee. In the context of ethics infrastructure, the ethics committee is expected to play a role in the decision making to raise the issue of ethics in every staff meeting, being the consultant of ethics as well as conducting a trial of any alleged ethics violations. The absence of this ethics committee is because there is no rule as the basis of the establishment of the ethics committee. The head of Satpol PP of Makassar has realized the importance of this ethics committee for the improvement of Satpol PP in the future, but the thing that becomes the main obstacle is the absence of the regulation that allows the establishment of an ethics committee (Faith Hud, interview result, March 12, 2016).

Third is the whistle-blowing mechanism. Whistle-blowing is an action committed by a person that can be simply interpreted as a complainant witness. As the complainant witness, whistle-blowing should be a person who is well aware of the condition reported. Therefore, generally, whistle-blower is a person inside the organization (Semendawai et al., 2011). Referring to the opinion, a whistle-blower should receive a guarantee of safety, whether in the context of life safety and career safety. This guarantee should be arranged in a whistle-blowing mechanism. The study on the Satpol PP of Makassar indicates the absence of this whistle-blowing. This is because there has never been a case of employees reporting faults of the Satpol PP. In addition, if there is an internal problem, generally, it is expressed in the internal meeting of the Satpol PP of Makassar.

Fourth is the recruitment in accordance with the standards of conduct. In 2016, the Satpol PP of Makassar recruited new personnel. Based on the regulation in force, civil service police unit should be appointed through the civil servant recruitment mechanism. However, due to the policy of civil servant moratorium, it was not possible to accept the civil servants for the position of Satpol PP. Meanwhile, Makassar urgently needed civil service police unit. It took about 300 new personnel to guard local vital objects and to assist the regional regulation enforcement. Therefore, in 2016, the Government of Makassar opened a selection for the position of Satpol PP with contract status. The selection process was carried out from February to April 2016. The selection process was conducted in several stages: administrative selection, health and drug-free examination, physical test, psychological test and final test (Ikbal Asnan, interview result, April 1, 2016).

In the selection process, it is indicated that some contents of the tests can be considered to meet the standards of conduct, especially in the context of recruiting Satpol PP who has integrity in performing the duties and functions as the enforcers of regional regulation. In the administrative selection, the applicants, at least, are required to graduate from high school. This educational requirement is considered to be important to make Satpol PP members have adequate intelligence to enforce the regional regulation. The administrative requirements of health certificate coupled with medical test are intended to make the recruited candidates have no disease that could disturb their duties. Another selection is the drug-free test. The test is intended to ensure that there are no police candidates who have been involved in drug cases. It is considered important in order to maintain the integrity of Satpol PP. The fourth selection is physical test. At this stage, the candidates' physical capabilities are tested e.g. running, push up, and sit up tests. This test is one of the important stages, since the majority of the duties of Satpol PP are related to physical ability. The fifth test is psychological test. This test is intended to measure academic ability, personality, endurance, and mentality of the candidates. In the final test, all candidates who passed the previous tests are assembled and assessed directly by the chief of civil service police

unit regarding the eligibility of candidates to be passed into the Satpol PP of Makassar. This test is also coupled simultaneously with graduation announcement.

From each stage, it can be indicated that the tests for the candidates of Satpol PP of Makassar are designed to ensure that the civil service police recruited can carry out their duties properly to enforce the regional regulation. The candidates of the Satpol PP must be physically strong and mentally healthy, drug-free, and have the intellectual capabilities to understand the regional regulation appropriately. However, viewed from the perspective of the enforcement of the regional regulation by prioritizing human rights values and local culture, the stages of the selections conducted by the Satpol PP of Makassar have not received serious attention. This can be seen from the absence of registration requirements and the contents of the tests that ensure potential Satpol PP candidates to uphold human rights values and local culture as the basis of their activities.

Fifth is the education and training with the standards of conduct. In addition to the institutional structural factor, education and training is also an important dimension of modality in internalizing the ethical values of human rights, local culture, and legal certainty. In order to embody the values of conduct in the policing activities carried out by Satpol PP, it is important that these values are understood by the Satpol PP through a series of education or training activities. The result shows that the education and training undertaken by Satpol PP of Makassar is more dominant on the physical and mental training. The training carried out by Satpol PP in 2016 include: formal education and training; corps building, physical, mental and ethical development and marching discipline of Satpol PP; drumband coaching; vocational major of Satpol PP; and higher education on Satpol PP (Government Institution Performance Accountability Report/Lakip of Civil Service Police Unit of Makassar 2016). The last two types of trainings (vocational and advanced) are also physical and mental exercises conducted in cooperation with the Marine Defense Battalion Base VI Makassar. The data shows that there is no internalization space of human rights values, local culture, and legal certainty for Satpol PP. In contrast, the physical and mental strength seem to be preferred by the Satpol PP. This condition can also be rated as one of the factors that hinder the embodiment of the values of ethics in the policing activities undertaken by the Satpol PP of Makassar.

Sixth, the performance evaluation process is directed to the identification of ethical dimensions. To assess the ethical dimension of the performance of Satpol PP of Makassar, Table 1 presents the performance indicators of Makassar Satpol PP. There are four objectives, each of which is embodied into some indicators of performance. The four objectives indicate the consistency on the basic values of the establishment of Satpol PP consisting of the enforcement of regulation, increased public protection and public order. The second objective is improving the quality of human

resources as a means for the three other objectives to be more optimized. From these figures, the level of achievement illustrated above seems to show that the Satpol PP of Makassar perform very well. It is seen from the average performance achievement that exceeds the performance target. However, this achievement does not describe how the enforcement of human rights values and local culture is applied in the activities of Satpol PP in Makassar. On the first objective, for example, it is written that the performance indicator contains "The inspection and investigation of the violation of regional regulation" with a target of 75%. This means that if the Satpol PP of Makassar has investigated the regional regulation offenders by 75% achievement, either by promoting human rights or not, they are declared to be successful. Another example is on the third objective, the performance indicator written is "Mass Control Operation" with street vendor-free main road as the target performance. Satpol PP of Makassar will be considered successful if the two main streets free from street vendors though it is done by means of force or by not paying attention to the value of sipakalebbi' which is the value of local culture in South Sulawesi. Two of these examples suggest that the performance of Makassar Satpol PP still do not consider the ethical dimension of human rights and local culture.

The last section of the public ethics analysis explains how the dimension of action determines the rationality of action. An assessment on the rationality of action is a matter of orientation of the situation and the comprehension of problems (Haryatmoko, 2011). The important point in the problem of situation-orientation here is how the Satpol PP understands the basic values that become the principles of their organization. The study result shows that all Civil Service Police Unit of Makassar have understood that the values that become the basis of the main tasks, functions, and authorities of Satpol PP is the enforcement of regional regulation. It can be seen from the correct answer given by each member of civil service police unit of Makassar when asked about the main tasks of the Satpol PP. It is the same when they were asked about the basic values that must be followed in conducting policing; where most of them state that the values of human rights, local culture, and religious values should be upheld. However, when they were asked to explore further on each of these values, it reveals that they had not explained them properly, especially regarding human rights values.

In the context of the regional regulation enforcement, the policing activities undertaken by the Satpol PP should be based on one or more local regulations. At this point, disoriented situation is found. When so occur

Table 1. Targets and Performance Indicators of Satpol PP of Makassar 2015

Targets of Strategy	Performance Indicators	Target	Realization	%
Realizing the Law Supremacy	Inspection and Investigation of the Regional Regulation Offenders	75 %	99.70 %	132.93
	The Education of Regional Regulation and The Regulation of Mayor	75 %	98.84 %	130.29
	Supervision and Regulation of Business Activities that Include Misdemeanor Sanction	75 %	99.69 %	132.92
	Technical Meeting with Agencies Related to the Implementation of Regulation	75 %	100 %	133.32
Average Achievement Level				132.36
Improving the Human Resources Quality of Satpol PP	Formal Education and Training	585 People	527	90
	Satpol PP Corps Building	585 People	-	-
	Physical, Mental, Ethics and Discipline Development of Satpol PP	585 People	585	100
	Satpol PP Drumband Coaching	585 People	585	100
	Vocational Education of Satpol PP	585 People	585	100
	Further Education of Satpol PP	585 People	585	100
	Procurement of Field Uniforms	363 People	363	100
	The arrangement of The Work Plan and Budgeting of Regional Working Unit	91 %	100	109.89
	The arrangement of Budget Implementation Document of Regional Working Unit	91 %	100	109.89
	The arrangement of Work Plans of Regional Working Unit	91 %	92.66 %	101.82
	The arrangement of Government Agencies Performance Accountability Report (Lakip) of Regional Working Unit	91 %	82.28 %	90.41
	The arrangement of Determination of Performance (Tapkin) of Regional Working Unit	91 %	92.66 %	108.41
Average Achievement Level				92.53

Targets of Strategy	Performance Indicators	Target	Realization	%
Increasing Public Order and Tranquility	Development of order, security and protection of the public	70 %	96.46 %	137.8
	Mass Control Operation	2 protocol roads free from street vendors	2 protocol roads free from street vendors	100
	Standby city patrol operational control	2 protocol roads free from street vendors	2 protocol roads free from street vendors	100
	Intelligent task force monitoring in pre and post policing operation	2 protocol roads free from street vendors	2 protocol roads free from street vendors	100
Average Achievement Level				109.45
Increasing People Protection	Data collection and monitoring of the potential of disturbance of public order and tranquility	33 %	97.63%	295.84
Average Achievement Level				295.84

Source: Adapted from Lakip of Makassar Civil Service Police Unit of Makassar 2015

as what is called by Haryatmoko (2014). There will be difficulties in determining the responsibility of the actors because they do only what has been decided by the regional regulation. Regardless of whether a regional regulation is right or wrong, Satpol PP is freed from the individual responsibility because they only act automatically based on existing regional regulation. If all this time, Satpol PP is notorious for being the executors of law enforcement, thus in this context, the society also needs comprehension on the condition of the Satpol PP who work as the implementers and not involved at all with the substance of regional regulation.

Other negative image of the Satpol PP comes from the manner of policing activities that mostly end with human rights violations. One of the reasons emerged from the study is the poor understanding of human rights. In this case, the theory of automation of action is not fully reliable because in the Law, it is clearly written that human rights is a matter that must be considered in performing policing activities other than religious value and local culture. Although it seems to be personal, apparently, this issue cannot be separated from the ethics infrastructure. Satpol PP's poor understanding of human rights is because the education and training given to them do not prioritize the education of ethical values, including human rights. In terms of the ethics of virtue, the presence of several Satpol PP officers who tend to be emotional and unfair in the policing activity is unavoidable. However, from the institutional standpoint, such characteristics should be anticipated by setting the ethics institutionally into the institutional design of Satpol PP. Several steps that can be taken are as follows:

First is making the selection process more selective by concerning the track record and specialized psychological test to determine the counterproductive characteristics tendency against the virtue ethics. The organization must change the mindset about the

recruitment of the members of Satpol PP. If so far, it is only based on appearance and physical prowess, then it should also strive to be directed to the mental and emotional skills.

Second is setting up ethics committees in the institutional structure of the Satpol PP. The presence of the ethics committee with a set of sanctions and their ethical assessment mechanism should be able to reduce the emotional characteristics of Satpol PP members. The regional legislative bodies can also play a role to supervise and control this ethics committee. This is what is referred to social capital. Social capital as a subjective perspective plays a significant role in explaining the affective commitment (Tjahjono, 2014).

Third, education and training for Satpol PP that still prioritize physical ability should be reduced and equipped with the education and training of ethical values, humanity, and wisdom. Militaristic education that characterizes the Satpol PP should be balanced with character education, soft skills training, and psychological approaches. This is intended to make the Satpol PP gain knowledge and ability in facing psychology of mass, particularly the ability to negotiate well.

It should be appreciated that there has been an intention to change the mindset of Satpol PP institution through the efforts of the central government, although it is only a suggestion. In 2013, for example, Gamawan Fauzi as the Minister of Home Affairs in the Cabinet of Indonesia Bersatu II conveyed that the image of Satpol PP as enemies of society must be eliminated. Gamawan Fauzi hopes that Satpol PP prioritizes preventive activities, so that collisions can be avoided (Ministry of Home Affairs, 2014). A few years later, the Minister of Home Affairs of the Kabinet Kerja, Tjahyo Kumolo requested Satpol PP to prioritize dialogue with the public, so that their image can be more positive (Prasetyo and Rosadi, 2015). Referral of the two ministers of home affairs from different

cabinet shows that, at least, there is attention of government to make improvement for the Satpol PP. Similarly, from the regional scale, local governments should also be aware of the negative stigma of Satpol PP by starting to dare to make changes in the form of institutional ethics. The recommendation of this study can be utilized as guidelines to improve the image of the regional Satpol PP.

CONCLUSION

The main values as the foundation of Satpol PP public ethics are the enforcement of regional regulation, and maintaining the public order and security. Within the framework of public ethics, the right or wrong contents of the regional regulation cannot be used to judge Satpol PP's action. For that reason, humanism needs to be used as the requirement implemented by Satpol PP by giving priority to human rights principles, law certainty, and local culture. These principles are the foundation of public ethics modalities to establish Satpol PP with high integrity. However, these principles have not been implemented institutionally. This is indicated from the lack of sanctions for officials who violate human rights; the absence of ethics committee that can be a consultant of human rights; the recruitment of prospective Satpol PP that has not considered the potential factor for human rights enforcement and local culture; education and training that are still prioritizing physical ability and ignoring education of the values of ethics; as well as the performance of Satpol PP who do not reflect the values of ethics. These things indicate that so far the fundamental issue is not just about personal ethics of Satpol PP, but also because the ethical values expected to change the image of Satpol PP have not been well-institutionalized as institutional ethics.

Therefore, the local governance institutions need an institutional ethics design as a form of public ethics development. To measure the extent of ethics institutionalization, we must outline how people in governmental institutions go beyond ethical compliance and perceive moral strength as the performance goal. The emphasis on efforts to empower, promote humanism, and maintain the ethical strength is required to ensure that the organization does not only prevent unethical actions, but also promote ethical rules. This design is trying to achieve advanced objectives, not only forbidding actions, but also developing a desire to do the right things. In addition, the organization's system, process, and leadership should support the idea that the right thing to do is the only thing to do.

Some of the conditions that have been described previously direct a theoretical analysis of this paper into comparison between personal issues with institutional issues. Current tendencies lead to the assessment that institutional issues can overcome personal shortcomings. Ultimately, the result of this study analysis corrects the opinion of Haryatmoko (2011) which states that in the governmental ethics, personal ethics has mutual support with institutional ethics.

Instead, the resulting theoretical reflection is that in the context of Satpol PP of Makassar, institutional ethics is possible to control personal ethics. Therefore, the direction of future policy should put more emphasis on how to build institutional ethics in the local government institutions in Indonesia.

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