

Bureaucracy Neutrality In The 2018 Regional Head Election In Indonesia Case Study In Makassar City

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Abstract

The election of regional heads has several problems related to the bureaucratic reform agenda, one of which is related to practical politics for the state civil apparatus, Webster's view of political neutrality is an impartial attitude and does not involve both parties and is not included in the "ideological" group of one particular pair. which can affect the regional bureaucratic machine. neutrality is based on the possibility of political separation from Administration (Public Service) in government and depoliticization of public services. The method used in this article is qualitative with a case study approach with the intention of looking at the phenomenon comprehensively and thoroughly in order to clearly describe the research results. neutral state civil apparatus, and violates the rules of Law Number 5 of 2014 concerning the state civil apparatus, where in the regulation it is stated that every ASN employee is impartial in any influence and does not take sides with anyone's interests. It is proven that there are still State Civil Apparatuses who have been sentenced by the State Civil Apparatus Commission as bureaucratic guards, while several sanctions have been imposed ranging from delaying promotions, not receiving allowances for one year, to trial confinement for three months. There are several modes that have developed or new ways to support by circumventing the system are by creating social organizations, but they are active in gathering support as evidenced by the existence of organizations attending the event such as "organization G" where when one party comes to submit recommendations to the incumbent Moh. Ramdhan Pomanto, they were present at the meeting and sat with party officials. this is a clear contradiction both in theory and in regulation. Finally, the author hopes that the bureaucracy is separated from practical politics to create good governance and can be started by implementing a merit system.

Keywords: Neutrality Apparatus, Bureaucracy, Good Governance, System Merit

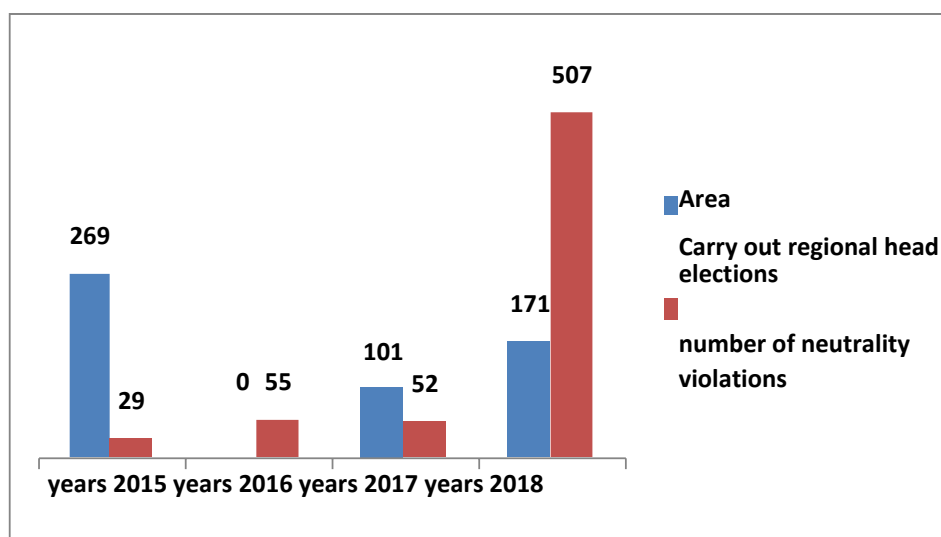
Introduction

Bureaucracy and politics are indeed very difficult to be separated in finding the ideal leader who will bet in regional elections (PILKADA). As stated by Felix A. Nigro divides the definition of Public Administration into several definitions, namely (1) A group business that is cooperative within the government; (2) covers all three branches of government executive, legislative and Judicial as well as the Association of the three; (3) has an important role in the formulation of public Policy and is part of the political process. From this now understand that the beginning of the formation of a policy must be through political processes related to the executive and legislative.

This theme is related to the concept of bureaucratic neutrality. In the treasury of kiasik thought, as

revealed in the thought of Woodrow contained in the paper the Study of Administration, politics and bureaucracy (as institutions that represent the world of administration) are two different things, separate, and dominative [1]. For Woodrow Wilson, politics was a matter of the formulation of policies to which politicians elected through elections were entitled. Meanwhile, administration is a matter of how to implement policies made by politicians effectively and efficiently [2].

From the period of regional head elections always keep problems and problems related to bureaucratic neutrality as will be shown in the graph below shows the number of regional head elections and neutrality cases.



Source: Document-controlling Neutrality in 2018

Based on the graph above shows that the trend of complaints of violations of ASN neutrality over the past 4 years has increased from year to year. Meanwhile, the number of regions that carry out regional elections fluctuates. The highest number of ASN (State Civil Apparatus) neutrality

complaints occurred in 2018 as many as 507 complaints with the number of regions carrying out regional elections as many as 171 regions and this number is not as much as in 2015 which reached 269 regions.

Source: Document-controlling Neutrality in 2018

Neutrality of the state civil apparatus in Makassar is based on data reported by the election supervisory agency (Bawaslu) to the author based on the recapitulation of findings and reports of alleged election violations from 33 cases that entered 22 of them related to the neutrality of the State Civil apparatus in the 2018 regional elections of makassar city and starting from the head of the service to the staff of the service has been sentenced. Makassar Pilkada which was followed by two pairs of candidates namely Mohammad Ramdhan Pomanto and Indira Mulyasari and the challengers Munafri Arifuddin and Rahmatika dewi.

The high number of violations of neutrality due to makassar not yet menrepakkan merit System, and impressed still using spoil system. This is used by some rogue state civil apparatus who want to rise in office in an instant way, this is damaging the climate of professionalism and bureaucracy. Based on the description of the above case is very concerning dikarena incoming reports dominated by violations of neutrality.

In the future, strict supervision and improvement of the mindset and Culture set of the employees of the state civil apparatus in order to do not be neutral, especially for supervision is still impressed weak this has been recognized by the chairman of the election supervisory board Dr. Abdillah

Mustari, S.Ag., M.Ag. said the lack of public participation in reporting and limited personnel and election supervisory board also not only take care of the issue of neutrality but all cases related to the election of regional heads.

as for what we will discuss at the academic level is how the phenomenon of non-neutrality of the apparatus within the makassar city government and at the same time discuss how the role of Supervisors in supervising the election of regional heads in terms of neutrality of the state civil apparatus.

Literature Review

Administrative Dichotomy

Political relations and Public Administration in the context of the science of Public Administration, there are two different views with the rank of Administrative Science in political science. The first view describes the dichotomy model between politics and administration at the beginning of the birth of administration as a study of science. The dichotomy Model [1] and [3], attempts to define the field of administration and protect public administration from the influence of political officials and party organizations [4] [5]. The emergence Model is a model that puts public administration in its proper position in the political context that raises important implications to the

identity of the institution itself [5]. But in its development, it turns out that various studies in the science of Public Administration prove that the administration can not be separated from politics, because the existence of public bureaucracy in the modern political system is very dependent and supervision by politics [6].

Source: Model [5] Demir & Nyhan (2008)

From the conceptual model above, [5] explained that if public administrators and council members carry out their assigned functions, namely administrators work using their neutral competence and political officials provide political guidelines/directions according to the aspirations of the people, this will increase democratic accountability and capacity. draw up plans from public administrators. In this case [5] define each variable in the conceptualization above as follows; (1) Neutral Competence, namely "the ability to carry out government duties in an expert manner and do them according to standard objectives and not on personal obligations and loyalty". Neutral competence is built on the dichotomy understanding that public administrators contribute their expertise in policy making while demonstrating compliance and avoiding political influence through an administrative hierarchical structure; (2) Political Guidance, namely "the responsibility of members of the council to formulate and clarify the wishes of the public and communicate it to the public administrator", This variable is compiled based on the formulation of political leadership and legislative oversight; (3) Planning Ability, namely "the ability of public administrators to translate policy formulation into successful implementation through proper planning; (4) Democratic Accountability, namely "a form of democratic accountability from public administrators in implementing policies under the supervision, direction/instructions of the legislature, which in this case the legislature is understood as a representation of the people".

Neutrality is a well-known thing. According to Webster this means 'not getting involved on both sides' not aligned with any political or ideological grouping, 'not deciding or pronounced as characteristic'. This is related to indicators; (1) such as keeping a distance; (2) not involved; (3) impartial in a negative way; (4) indifference.

Neutrality remains a perplexing notion for those who cannot stand practical politics and dislike political opportunism in public administration and consequently want more business-like governance, a greater economy and efficiency in the conduct of

Bureaucratic Neutrality

[5] also modeled the dichotomy through their research entitled "The Politics-Administration Dichotomy: An Empirical Search for Correspondence between Theory and Practice" which can be described as follows:

public business. As Kernaghan said: "neutrality is based on the possibility of separating political from administrative (public service) careers in government and the depoliticization of the public service. The conditions that constitute a model against which practices can be assessed have been elaborated as follows; (a) Politics and policy are separated from administration. Thus, politicians make policy decisions; public servants execute these decisions; (b) Public servants are appointed and promoted on the basis of merit rather than on the basis of party affiliation or contributions; (c) Public servants do not engage in partisan political activities. • Public servants do not express publicly their personal views on government policies or administration; (d) Public servants provide forthright and objective advice to their political masters in private and in confidence. In return, political executives protect the anonymity of public servants by publicly accepting responsibility for departmental decisions; (e) Public servants execute policy decisions loyally and zealously irrespective of the philosophy and programme of the party in power and regardless of their personal opinions. As a result, public servants enjoy security of tenure during good behaviour and satisfactory performance [7]."

The principle of neutrality based on Law Number 5 of 2014 is that every ASN employee does not take sides from any form of influence and does not take sides with anyone's interests. Neutrality can also be interpreted by being impartial to anything. In this context, neutrality is defined as the non-involvement of civil servants in the election of regional heads, either actively or passively. According to Rouke, saying that the neutrality of the bureaucracy from politics is almost impossible, because if political parties are not able to provide alternative development programs and mobilize support, the bureaucracy will carry out its own tasks and seek political support outside of political parties that can assist it in formulating policies. political. According to Rouke, political support can be obtained through three concentrations, namely; (a) In the outside community; (b) On the legislature; (c) And on the bureaucracy itself (executive branch).

According to [8] Civil Apparatus Commission report on neutralization, he said neutrality was one of the principles in the implementation of ASN policies and management. The essence of neutrality includes (1) commitment, moral integrity and responsibility for public services, (2) carrying out duties professionally and impartially, (3) not violating conflicts of interest in their duties and 4) not abusing their duties, status, power and position.

Methods

This study aims to determine whether apparatus in Makassar City is Neutral or Not Neutral in the Makassar City Regional Head Election in 2018 considering that the current official or better known as the incumbent is one of the candidate pairs in the Makassar City mayoral election. Therefore, the author uses a qualitative approach because in this approach the research design used is a case study. Because the author can tell the truth about the facts in the field and then convey it in written form so that all people understand the problem of apparatus Neutrality. Research focuses on the behavior and actions of apparatus towards the general election whether they are able to be neutral or not in the city of Makassar. This place was chosen because it is a political barometer, especially in South Sulawesi and generally in eastern Indonesia.

Results and Discussion

Based on the researcher's observations, I got quite astonishing facts because there are still elements of the state civil apparatus being investigated by the election supervisory body, including several heads of services and some have been given severe sanctions by the state civil apparatus commission based on the recommendations of the election supervisory body. As experienced by the initials A.I.B. an office head in the Makassar city government, where the person was investigated for abusing his authority as the head of the department, where he used the twitter account of the agency where he worked to direct the workers, social workers and sympathizers of the Moh. Ramdhan Pomanto to attend the losari beach pavilion in the context of the declaration of the views of the candidate Moh. Ramdhan Pomanto and Indira Mulyasari.

In other agencies, officials at the kelurahan secretary level also carried out unprofessional actions because legally and convincingly along with the available evidence, this official was examined by the election supervisory body, and elements of the police and prosecutors for serious

violations, where he gave leaflets inviting community leaders, representatives neighborhood unit, community unit to attend a meeting to raise support for the candidate Moh. Ramdhan Pomanto, from extracting research information to the initials "A" said that this was only coordination carried out by village officials to the community, but the interpretation of the election supervisory body which was the first to handle this case instead imposed a strict sanction, the election supervisory body firmly sent a letter of recommendation to two state agencies, namely the state civil apparatus commission relating to the code of ethics for civil servants and the police of the Republic of Indonesia related to general election violations and abuse of office and all have received replies from the two agencies in which the suspect was sentenced to corporal punishment and probation for three months.

There are also apparatus officers who clearly came when one of the winning parties in Indonesia came to deliver recommendations for mayoral candidates where there were several individuals who were present and until this moment had never been examined, namely a combination of school principals, village heads and various other professions within the Makassar city government and all of them have the status of active civil servants which make social organizations as a cover under the name "golorong" where these organizations are present at the time of submitting recommendations made by political parties, even though in the laws and regulations and government regulations it is clear that apparatuses are prohibited from attending political activities. The author saw it for himself because at that time the author was present in the personal residence of the candidate for mayor where the recommendation submission ceremony was held at his house on the second floor.

And there is also a head of service who uses ordinary clothes present at the place, like ordinary people, he is the former general chairman of the Lascar Merah Putih organization) so he entered the meeting using this organization, where the person with the initials "AI" was present exactly the same as the Golorong organization. . The position held by AI in community organizations is chairman. However, at this point in time, he has never been questioned by election supervisors.

The phenomenon of the apparatus involving themselves or being involved is not without reason, they have an important role in general elections. There are several reasons why ASN is involved in the election or its bureaucracy is used

by several parties due to the following; (a) Bureaucracy is often easy to use as the personification of the state. Rural communities are groups of citizens or voters whose choices are very easy to manipulate in elections. By involving the bureaucracy or bureaucrats in elections, becoming a success team, participating in campaigns or others, they can act on behalf of state institutions to seduce or even intimidate citizens. With the obedience of the citizens to do what they had to do at the behest of the bureaucracy/bureaucrats during the New Order, this showed the candidates for the regional head elections that bringing this institution into the political arena was an advantage. Therefore, this is one of the reasons why they are easily involved or invited to be involved in the pilkada; (b) Bureaucracy is considered necessary to be utilized because it holds access to information in the regions. It is undeniable that the success of the bureaucracy is its ability to gather information from and within its community (territory). Any institution, be it the legislature, the judiciary, or private non-profit institutions do not have the luxury of access to information as the bureaucracy has, so the bureaucracy is considered a source of power that is incomparable to the pilkada candidates. It would be difficult if the bureaucracy is not invited to the regional political arena because the bureaucracy has a collection of data regarding the number of voters, the mass base of the party, early voters, Golput groups, and so on that can be utilized by potential rulers, especially the incumbent; (c) The possibility of utilizing the technical expertise possessed by bureaucrats in the bureaucracy is another reason why they deserve to be involved in political contestations in the regions. technical expertise in policy formulation and implementation; (d) For internal factors in the form of partisan interests for career mobility. The existence of vested interests in the form of maintaining interests and increasing career positions/positions is the reason for some political bureaucracies in the pilkada. And from that, some political bureaucrats speculate in the hope that if the supported candidate wins, the bureaucrat will get a more important position in the future.

The strong patron-client culture causes loyal officials to defend their superiors who are candidates in the regional elections. In addition, there is also the pull of the 'business and political' network interests of the shadow government in the bureaucracy.

The supervisor's role is indeed very central, where based on the observations of researchers, it is divided into two, namely based on reports and

findings, this report can be sourced from the community or social organizations, so if it is found that there are officials who are indicated to have violated neutrality, the first thing to do is report to the election supervisory body and then witness testimony. If the event is still ongoing, then the general election supervisor will immediately step in to the field, if for example the event is over, the supervisor is asked by the supervisor to attach evidence such as photos and videos of alleged persons committing a neutrality violation.

If it is a finding, then the personnel of the apparatus are immediately acted upon and examined in accordance with the provisions of the regulations in force in Indonesia, usually if it is a finding, it can be ascertained that a minimum of administrative sanctions will be imposed by the state civil apparatus commission, if it contains a criminal element, it will be handed over to the police and prosecutors.

One of the high numbers of violations of neutrality committed by individuals is the existence of unclear rules, such as officials being able to attend the campaign of a candidate pair for mayor, but this is misinterpreted as they are only present in one pair of candidates, or a pair of mayors who are temporarily serving, this is one source which causes there to be violations. As one employee of the State Civil Apparatus Commission, Mr. P, said that officials can come to the campaign arena, but they are obliged to be passive, they can only stand without expression.

According to one of the expert staff of the Election Supervisory Agency, Mr. Abdullah said that the state civil apparatus present did not violate the constitution, because of their right to listen to the vision and mission of the regional head candidate, but according to researchers and observers, the state civil apparatus only attended campaign events for the incumbent mayor. of course, other couples they don't come, this is one of the weaknesses that is shown in public because we allow it but under supervision we can't monitor it and this is what is misinterpreted.

According to the chairman of the commissioner of the Makassar City Election Supervisory Agency, Abdillah Mustari, who admitted that it was indeed related to monitoring related to neutrality violations, we were overwhelmed because our personnel were few in number, not to mention that we had to deal with other general election violations such as placing banners at designated points, campaign schedules and the most popular, namely: money politic.

Talking about the neutrality of the state civil apparatus, we will discuss some of the views of experts or anyone who has researched the neutrality of the state civil apparatus, including [1] [2] [3] [4] [5] [6] [7] [8].

The most important element that we need to discuss is how to create a model of neutrality but not abolish the rights of state civil servants as civilians, and the most important thing is to design a bureaucracy that is free from political pressure. , so that there is no practice of abuse of authority by regional heads in determining the officials to be elected. appointed and seriously oversees the implementation of the Makassar City Government Merit System.

Neutrality is a factor that greatly interferes with the government's role in terms of the perception of bureaucratic reform, bureaucratic reform is very difficult to occur in Indonesia because one of the factors is that there are still many regions that have not implemented a merit system, which as a result can be felt by many officials who are not in accordance with their qualifications. position because there are other factors that make the bureaucrat into an echelon official where one of them is a supporting model at the time of the general election.

The basic thing that needs to be questioned is whether the bureaucracy must be neutral if it is always in political life so that the bureaucracy must side with the incumbent. On the other hand, Rourke argues that the bureaucracy can play a role in making political policies and implementing them. However, the bureaucracy cannot be separated from political conflicts of interest. Leading the government bureaucracy to a dominant political power or group makes the bureaucracy unsterile. [9] conveys that there are many viruses that continue to gnaw at him such as: impartial service, far from objectivity, too bureaucratic (long-winded) and so on, as a result they feel stronger on their own, immune from supervision and criticism. In addition, [10] explained that neutrality in public services is an agreement based on the constitution that has been championed by the government. A good public service from a government agency is when it is able to provide services to the entire community regardless of differences. In providing public services, ASN must pay attention to the aspects of impartiality and anonymity, because the legitimacy of a government organization (government institution) depends on how the agency can be neutral in providing public services.

Conclusion

Awareness of the heart is needed for all state civil servants to become public servants who truly serve the community, not become a political machine for one of the candidate pairs which basically destroys the governance system and makes it an ineffective form of government because individual employees are more focused on seeking attention. his boss to be seen working on the general election. Neutrality is expected to minimize the actions of regional heads in error in carrying out the merit system under their government. It is time for us to return to the professionalism aspect with a merit system approach and of course, as we all hope to create a good governance system or in other words good governance.

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