

# Neutrality of the State Civil Apparatus in the General Election of the City of Makassar in 2018

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**Abstract**—This research is entitled *Neutrality of the State civil apparatus in the general election of the city of Makassar in 2018*, the purpose of this study is to find out whether ASN in Makassar city is neutral or not, as well as knowing how the supervision of the General Election Supervisory Committee of the city of Makassar in the simultaneous Election in 2018. This research was conducted covered SKPD Makassar city and PANWASLU Makassar City Office by using the method of the qualitative approach of case studies. This study will indicate the involvement of ASN Makassar city in practical politics in ELECTIONS simultaneously, but it is clear there is already a rule of law which banned the activities of alignments on one particular candidate.

**Keywords**— *neutrality, ASN, supervision of PANWASLU*

## I. INTRODUCTION

The relationship between bureaucracy and politics has become a classic theme in the study of public administration. Where the concept of dichotomy between politics and administration emerged by Woodrow Wilson. He explained politics and administration were in two different positions. Politics agrees on how to make public policy. The journey of public administration is inseparable from the development of political science. In the Administration Science Paradigm between 1900-1926 there was a dichotomy in Politics and Administration, but in 1950-1970 State Administration entered into political science. But after that era around the 1970s until now the state administration stands alone as science.

Political science is an inseparable part of the science of State administration. The study of bureaucracy and politics, recalls the relationship between the past between the science of State administration with political science. Both disciplines have different domains, but in practice the two sciences are difficult to distinguish. Sometimes the two punish each other and even inhibit each other. Seeing the current conditions the dynamics between bureaucracy and politics is very complicated. But the combination of the two if placed in the right position still has a chance to go towards good governance.

Great bureaucratic power, plus the ability to use wide discretionary space accompanied by a lack of public accountability, the government bureaucratic system will provide a fertile ground for corruption [1]. the people's control institution held by the legislative body during the implementation of the bureaucratic system the new order

government was unable to carry out its functions, so that the government was stronger unmatched.

Bureaucratic neutrality is indeed an ideal reference for realizing a stable, clean and efficient state administration. But the reality is that bureaucracy is a tool for implementing political decisions that will ultimately conclude that bureaucracy and politics will always go hand in hand. It's just that the bureaucracy must have certain restrictions so as not to get caught up in the interests of political power. Bureaucracy must also increase its professionalism through changing service orientation from the behavior of the boxes to the behavior of team work, and from the orientation of superiors to customer focus and customer satisfaction. All this can be realized if supported by qualified Apparatus Resources.

In the dichotomy between politics and administration, bureaucracy is aimed at serving the full interests of the community. The aim of the administrator (bureaucrat) is to provide "neutral competence" in implementing policies, that administration is outside the political sphere. This dichotomy is clearly a failure in many countries, and also has an impact on the bureaucracy. "Neutral Competency" • Neutral competence is an absolute prerequisite in bureaucracy (at least according to the dichotomous version). Neutral competence includes three aspects: expertise, neutrality, and hierarchy. That administrators make contributions based on their expertise in policy making, while keeping distance from the political sphere, and as far as possible maintaining the structural hierarchy from political influence.

Based on the explanation of social action theory. This is where it all started because essentially humans move must have a specific purpose and in the context of neutrality, ASN usually takes sides with certain couples. Bureaucratic officers who are professionally trained have their own strengths as a permanent official. Officials like this seem to have a long career record when compared to their leaders, political officials who are not specialists. By paying attention to things like this, the bureaucracy has a balanced strength political officials. Therefore, their position is not merely as a subordinate and implementing machine, but rather comparable or equal with the executive.

Several media, both print and online, have published a lot of news about the non-neutrality of the ASNs in the Makassar city government. Many officials in the scope of the Makassar regional apparatus organization have been

determined by the suspect. Makassar City Area BA, Assistant I Makassar city MS, Head of Investment Services Integrated One-Stop Service, AB D. Head of Housing and Settlement Office FR, Acting Head of MT Fire Service, Head of IH Information and Communication Service, Head of Makassar Spatial Planning Office AK and AM Y. Head of Industry and Trade Office.

## II. MATERIALS AND METHODS

### A. Materials

#### 1) *Building models of bureaucratic culture*

We know that there are three bureaucratic models that we have been studying, namely; Weberian, Hegelian Bureaucracy and Marxian [2]. In addition, there are other models, such as building "Human Governance" [3]. Denhard and Denhard [4] suggest three models of government bureaucratic buildings, namely the old model which includes the concepts of the Weberian, Hegelian and Marxian models; new building models for public management; and public service building models [5]. Douglas Yate's model [6] introduces two models of pluralist democracy and administrative efficiency. No less entrepreneurial building that was announced in the 1980s by Osborn and Gabler [7] who introduced the model of the need to build an entrepreneurial model that has been the building of corporate bureaucracy into the government bureaucracy. In Indonesia, Fadel Muhammad [8] proposed a bureaucratic model of building the entrepreneurial bureaucracy. There are four variables stated, first is the regional endowment factor; both factors of organizational culture; third macro environment; and fourth, entrepreneurial management capacity.

The terms bureaucrats, bureaucracy and bureaucratic are intended to show cruelty and are used as an insulting word when someone is angry. No one considers himself bureaucrat or has a bureaucratic management method. These words are always applied with a connotation without respect. These words always indicate a criticism of people, institutions, or procedures. Nobody doubts that bureaucracy is totally bad and should disappear from the face of the earth. The cruel implications of this term are not limited to America and other democratic countries. This is a universal phenomenon. Everyone seems to agree that bureaucracy is evil. But it is true that nobody tries to show what the true meaning of bureaucracy is. This word is loose. Most people will be embarrassed if someone asks what the exact definition and explanation of the word is. How do they condemn bureaucracy and bureaucrats, if they do not know the true meaning?

According to Weber, a good bureaucracy is able to be carried out in special organizational conditions so that it can differentiate from other organizations. The ideal bureaucracy is pure bureaucracy or the most rational, there are ten characteristics of the type of ideal bureaucracy according to Weber, namely:

1. Staff members are free in person who only carry out impersonal tasks according to position;
2. There is a clear hierarchy of positions;
3. The functions of position are strictly regulated and determined;

4. Officials are appointed based on certain contracts;
5. Officials are selected based on professional qualifications;
6. Officials have a salary that is tiered according to position in the hierarchy,
7. Position post is the main employment for officials;
8. Career and promotion structures are possible on the basis of seniority and expertise and consideration of excellence;
9. The official is very likely not in accordance with the post of his position or with the sources available at the post;
10. Officials are subject to a uniform system of discipline and control.

The factors causing violations of bureaucratic neutrality due to internal and external factors include [9],

1. Patron-client culture Patron-client culture is a major cause of bureaucratic alignments in local elections. Patron is a leader and the client is a subordinate, both are running because there is a bound relationship. Patron-client culture can be reflected in the new order regime which is known to be very thick towards patrimonialists. President Suharto as the ruler became a powerful superior to subordinates, especially bureaucrats. Patron-client culture positions a boss or patron to provide or give positions to clients by returning subordinate services or the client must provide loyalty and dedication. Bureaucracy is bound to superiors so that instructions from superiors as patrons become a benchmark for bureaucrats to act including providing support and mobilizing the community towards one of the candidates for the Regional Head.
2. Kinship Relationship Kinship relationships are formed on the basis of biologically the same offspring, in cultural contexts there are social relationships that are fostered because they are in a tight scope. A close kinship has an impact on the desire of bureaucrats to side with one particular candidate pair.
3. Motivation for Position Bureaucracy's involvement in the elections was due to internal motivation to perpetuate power and the existence of vested interests in the form of the interests of maintaining and enhancing career positions or positions. Motivation to get a certain position or position in the bureaucratic body resulted in a bureaucrat actively participating in the elections including political campaigns to win a certain candidate pair. Elected couples are appointed, then in the not too distant future there will be promotion of positions for bureaucrats who take sides or play an important role in winning the elections or vice versa there is a mutation of bureaucrats.

Bureaucrats who are fortunate with the provisions of a partner that is supported wins the election, then the bureaucrat will occupy a strategic position or promotion of the position as a form of compensation for services in the election process. Factors causing bureaucracy to be non-neutral are also caused by external factors or encouragement from outside the structural bureaucracy, including:

1. Political Elite Intervention Relating to positions in the bureaucratic environment is increasingly thick with political aspects, especially when choosing a Regional Head through a direct election mechanism. The direct electoral system is very vulnerable to making bureaucracy a political force to gain support. The opportunity for bureaucrats to get involved in practical politics is huge because career positions are highly determined by the officials above them, namely the Regional Head.
2. Bureaucracy as the Machine of Political Parties Bureaucracy cannot avoid strong pressure from interest groups, namely political parties. The bureaucracy has consciously become a political machine as well as being involved in a political coalition within the bureaucratic structural officials. Some forms of involvement of political parties such as the intervention of policies by making policies that favor certain couples, especially incumbents, besides the use of state facilities to mobilize the public [9]. Structural positions are strongly influenced by political power, this phenomenon makes bureaucrats not neutral and vulnerable to external party intervention, namely political parties. Political compromise between bureaucrats and political parties, such as gaining a strategic position if the party supported wins the election, will be involved in large projects that benefit both parties.

#### *B. Research Methodology*

This research aims to find out whether ASN in Makassar city is Neutral or not Neutral in the general election of the regional head of Makassar city in 2018 considering that the official in office or better known as incumbent is one of the candidate pairs in the Makassar mayor election. Therefore the writer uses a qualitative approach because in this approach the research design used is a case study. Because the writer can tell the truth in the field then submit it in written form so that all people understand the problem of ASN Neutrality. Research focuses on ASN's behavior and actions on the ELECTIONS 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 South Sulawesi. Generally in eastern Indonesia.

The informants interviewed in the study were determined purposively, by looking at the suitability of the prospective informants with the information needed. This means that the informants to be chosen are those who are truly competent in the field of election and enforcement of cheating ASN in the city of Makassar. Makassar City Civil Servants (reported party), Regional Personnel Agency, Makassar City Election Commission, Election Oversight Committee.

Data analyzed using several steps according to the theory of Miles, Huberman and Saldana (2014), namely analyzing data in three steps: condensation of data (data condensation), presenting data (data display), and drawing conclusions or verification (conclusion drawing and verification). Data condensation refers to the process of selecting, focusing, simplifying, abstracting and transforming data. In more detail, the steps according to the theory of Miles, Huberman and Saldana (2014).

### III. RESULTS AND DISCUSSION

Neutrality of the State Civil Apparatus in the Makassar municipal election in 2018 [10]:

1. Civil servants are prohibited from approaching political parties. Specifically the issue of the State Civil Apparatus in carrying out a political approach, specifically the Makassar regional head election did not occur, why is that because the incumbent candidate pair Mr. Danny Pomanto-Indira Mulyasari advanced through individual channels or through individual channels means that they advanced based on the Makassar people's KTP stretchers who voluntarily donated their ID cards to a couple who are usually referred to as DIAMI.
2. Civil servants are prohibited from installing banners / billboards. For the problem of civil servants putting up banners or billboards is very unlikely, because they could have paid people to install, they usually anticipate by asking someone else.
3. Civil servants are prohibited from declaring themselves as prospective regional head / deputy regional head. Especially in the Makassar regional head elections in 2018, there were indeed no challengers from among the bureaucrats or the State civil apparatus, most of these bureaucrats preferred to secure their positions as echelon officials rather than take a greater risk
4. Civil servants are prohibited from attending the declaration of prospective regional heads / deputy regional heads. In the data document sourced from the AN Election Supervisory Committee office of AN brothers as the reported legitimately and convincingly committed acts of abuse of power, by conducting campaigns and appeals to the general public the participants of the declaration can support the candidate pair DANNY POMANTO-INDIRA MULYASARI, and the election supervisory committee has done or have corresponded with KASN and received a reply from KASN with letter number: R-3210 / KASN / 12/2017 dated 19 December 2017 with a Decision That AN is given a moral sanction in the form of an open statement. Then there is another time at the same time that was inspected were DAMKAR officers 3 people 2 people with the position of head of the field and 1 person was the head of the Platoon. When we confirmed why you could be called by your Panwaslu brother with the initials HA
5. Civil servants are prohibited from uploading, responding to or disseminating images / photos of prospective regional head candidates through online media or social media. Of all the mistakes related to the violation of the state Civil Service Neutrality the most intentional violations were committed by the head of the Makassar City Manpower Office and his staff, namely AIB and T I. In the review of reported documents 1 and reported 2 intentionally tweeted using Twitter or official official accounts Makassar laborers. I don't know what is the basis for the head of the department to confirm that it is indeed the SKPD account owned by the labor department. (Danny Pomanto - Indira Mulyasari on Wednesday, November 22, 2017 at 14.30-18.00 WITA at the Pavilion of the City of Makassar. "This article has been broadcast

on [tribun-timur.com](http://tribun-timur.com) with the title Makassar City Manpower Office Campaigns DIAMED Through Twitter, Posting Invitation Declaration.

6. Civil servants are prohibited from taking a photo together with prospective regional head / deputy regional head by following the symbol of the hand / movement used as a form of alignments, although this is outside of the names that have been examined by the Election Supervisory Committee but there are some pictures that clearly show the The State Civil Apparatus is surrounded by the Makassar city government with a clear view of taking sides by following the symbol of the hand that is always shown by Mr. Danny Pomanto, who is known as greeting 2 fingers or twice getting better. The ASNs were released from public observation due to limited information about employees taking pictures with the lifting of two fingers

#### IV. CONCLUSION

Based on the results of research and discussion, the authors present the conclusions about the Neutrality of the State Civil Apparatus in the general election of regional heads in the city of Makassar in 2018, namely:

1. Neutrality of the State Civil Apparatus in the general election of regional heads in the city of Makassar in 2018.
  - a. Throughout the General Election of the Makassar regional head in 2018 PANWASLU in this case as the organizer of the Election Superintendent has received 34 reports in which 22 of them are reports of alleged non-neutrality of the State civil apparatus.
  - b. Although it has been regulated in law number 5 of 2014 concerning State Civil Apparatus and Government Regulation no. 42 of 2004, but there are still many violated ASNs proven from 22 examined 5 ASNs imposed by SANCTIONS, while the SANCTIONS given vary greatly, ranging from making open statements, closed statements until, delaying salary increase for 1 year to confinement of 3 months in prison .
  - c. It is inevitable that one of the most dominant factors in the non-neutrality of ASN is Patron-client culture, because this culture is formed due to the relationship between superiors and subordinates, where subordinates are demanded to be loyal to superiors.
2. The oversight function of PANWASLU of the State Civil Apparatus in the General Election of the Head of the Makassar City Region in 2018.
  - A. Leveled supervision starting from polling stations, villages, districts, and cities.

- B. Involving the community in supervision is known as participatory supervision.
- C. Supervision is maximal but to supervise ASN which amounts to tens of thousands and only supervised by a total of 193 supervisors where the details are 143 at the village level, 45 at the district level and at the city commissioner level as many as 5 people.

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