

The Impact of Bureaucracy Politicization in the Public Services Process in Indonesia

Basmin Mattayang^{1,*} Husain Syam² Haedar Akib¹

¹ *Department of Public Administration, Universitas Negeri Makassar, Makassar, Indonesia*

² *Post Graduate Program, Universitas Negeri Makassar, Makassar, Indonesia*

*Corresponding author. Email: basminmyg@gmail.com

ABSTRACT

Good public services will undoubtedly increase public trust in government performance. Therefore, we need a bureaucracy that can make regulations by the expectations of the community. However, the politicization of the bureaucracy will affect the performance of the government. Moreover, a good bureaucracy certainly provides welfare services to the community. However, the reality that occurs in Indonesia, bureaucracy has not been able to provide maximum public services to its people. As a result, people are disappointed with the services provided. This can be seen in the era of non-colonial (kingdom), colonial, the old order, new order, and order of reform. Of every era, of course, there are various problems so that it has problems and solutions that can answer every problem encountered.

Keywords: *Politicization of bureaucracy, public service, government*

1. INTRODUCTION

Bureaucracy is an excellent force in providing services to the community [1]–[5]. That is because every policy made by the bureaucracy will affect the joints of human life in a country [2]. In addition, the bureaucracy is the frontline in its function as public services to the public [4]. A clean bureaucracy becomes a reflection in a country as imaged by various experts such as: as imaged by Weber [6] and Hegedüs [7]. It turns out that euphoria is still an obsession in Indonesia. A bureaucratic institution is a form and order that contains structure and culture. The structure presents the composition of order, culture contains values, systems, and habits carried out by the actors who reflect the behavior of human resources. However, there are individuals who politicize every bureaucratic activity. Bureaucracy should be a public service institution that has never known the term favoritism in carrying out its obligations. In fact, the existence of bureaucracy as an organization that puts forward administrative services needs to be maintained and monitored again [8].

The reform era that began in 1998 brought a wind of change in the dynamics of politics and the Indonesian government at both the central and regional levels [9]. Bureaucracy, which in the pre-reform era was considered as a political machine by the regime, slowly and surely tried to behave neutrally towards a regime. The spirit of

reform pioneered by young people seems to give great hope to the life of the bureaucracy, which is famous for corruption, collusion, and nepotism (KKN) in order to become clean bureaucracy and serve wholeheartedly to the community [10].

This big hope is not excessive if all state administrators are aware and want to change from the political life of a regime to be placed proportionally. Bureaucracy politicization occurs due to not understanding a state administrator as a public servant, not as a servant of the state, as already the mindset of most of the administrators of our country. As a result, the community is disadvantaged [11]–[13].

The bureaucracy is developing in Indonesia today, on the one hand, is described as an inefficient, convoluted organization, adherents of the slogan "if it can be complicated, why is it simplified?" [14]. Many people are disrespectful and afraid to deal with bureaucracy. Instead of looking for problems, it is better to try not to deal with bureaucracy. On the other hand, bureaucracy is described as an organization that can achieve everything for anyone who wins an election, ranging from money, position, and power [15]. Two different images because the first picture is conveyed by the people below, and the second picture is conveyed by the authorities (elite).

The bureaucratic behavior of the Regency/City Governments in South Sulawesi is still internally

oriented, more dominant paying attention to the internal interests of the organization, less focused on achieving the performance expected by the community. Therefore to focus on the discussion of local government bureaucratic behavior, this research is directed at the bureaucracy that carries out the general tasks of government, namely the administrative and administrative service functions provided by the government to the general public and coordination of policy formulation in order to create order, order and harmony in the administration the task of regional government.

The fact of bureaucratic politicization involving the State Civil Apparatus (ASN) ahead of 2018 South Sulawesi governor election is indisputable. Only in the last 3 months, 49 ASNs have been examined by the South Sulawesi Election Supervisory Body (Bawaslu) regarding the alleged political practice of supporting one candidate. In fact, the regulations clearly outline the prohibition of ASN from entering into the realm of practical politics. As regulated in Law Number 5 of 2014 concerning ASN, also Government Regulation (PP) Number 42 of 2004 concerning Corps Soul Development and Civil Servants Code of Ethics (PNS)"[16].

2. METHOD

In an effort to uncover the politicization of bureaucracy in providing public services to the public, the researchers used a qualitative approach. This approach reveals the reality of every problem faced from the non-colonial era to the reform era. Key informants who provide accurate information are historical figures, politicians, people throughout Indonesia who took from various regions such as: in the area of Java, Sulawesi, Aceh, Papua. Data collection techniques using interviews, documentation, focus group discussions (FGD). The data analysis technique uses interactive qualitative models, namely: 1) data collection, 2) data presentation, 3) data condensation, 4) conclusions, 5) Verification [17].

3. RESULTS AND DISCUSSION

Various theories that discuss bureaucracy politicization in realizing public services. As for some experts who explain the theory [18]–[22]. From this theory, a lot of discussing the process of bureaucratic politicization can be seen in the process of selection, promotion, appreciation to employee discipline, or often known as the theory of merit systems. However, in theories of the bureaucratic political process, many develop from not only the process but also other factors that cause the phenomenon of politicization of public services to emerge.

The phenomenon that occurs within the bureaucracy will certainly question how big their role is in escorting

or providing public services to the public. Of course, many factors cause the gap between the services expected by the community and the reality in the field. Of course, it requires concrete solutions so that the community does not become a victim resulting in a lack of trust in the bureaucracy.

To overcome every problem faced by the bureaucracy in providing services; indeed, it cannot be separated from the history of the Indonesian Nation in the pre-colonial era (kingdom), which began at the time of seizing Indonesian independence from colonial countries such as the Netherlands, the Portuguese and the Japanese. Furthermore, the new order changed Indonesia's politicization, which lasted 32 years. In 1998 it changed to the era of reform, which of course has a different advantage and disadvantage from every decade.

In the pre-colonial era (Kingdom), of course, the role was the kings of the kingdom who had the command line of each region. When viewed from the aspect of service provided is the role of the king in providing prosperity to his people. Therefore, if people want to obtain services, they must be given entirely to the authorities. Whereas in the era of colonialism, of course, at that time, Indonesian people had been colonized by countries in Europe such as the Netherlands, Portugal, and Asia was Japan. Of course, the role is the invaders in providing services to the community. As a result, the colonialists made arbitrary service policies towards the people of Indonesia.

It was only in the era of Indonesia's independence that it naturally gave a new color to the people of Indonesia to have the right to obtain the best service by the leaders of the Indonesian people. At that time, the services provided by the nation's leaders had shown something positive towards the prosperity of the nation. However, even so, there are still weaknesses due to the limited resources of the Indonesian people. As a result, services provided by the government are still minimal.

Furthermore, in the new order era, the government had implanted to realize institutional regulations aimed at the welfare of the community. Concrete efforts undertaken by the government at that time was to carry out the Five Year Development Plan (REPELITA) program from I to V. From the program, it has provided services to the community. Although, in reality, it is still limited to only certain regions, which are the maximum for development such as in Java. While in areas outside of Java island is still minimal.

After the new order ended and was replaced by the reform order, then the government system experienced a major overhaul. This can be seen from a very centralistic government being an independent country so that the regional government has the authority to make a policy of service to the community. As a result, development in the community began to spread evenly from every region

throughout Indonesia. In addition, services provided to the public are free to provide advice and criticism to the community. The service has been revised as an effort to provide the best service to the community. However, it certainly has flaws because the community has the right to voice and is free to argue; of course, the government has difficulty to meet every desire of the people who have very diverse needs. The public argues that the services provided are not based on the needs of the Indonesian people. However, the policies are taken from the rulers who took advantage of themselves.

The service policy, until now, is still in the public spotlight of every policy taken by the government. As a result, services that provide satisfaction to the community of government services [23]–[32]. It became anxieties and a lack of trust among the people towards the government, which always took practical steps that were not based on the laws of the Republic of Indonesia in 1954.

4. CONCLUSION

The politicization of the bureaucracy greatly influenced the color of public services in Indonesia. Surely it will have an impact on people's welfare in order to meet their needs. Based on the reality in Indonesia, starting from the era of non-colonial to the era of reform, bureaucracy has not given satisfaction concerning public services. The expectations of the community are different from reality. As a result, people are less sympathetic to the political dynamics of the bureaucracy in Indonesia. This is because the hopes aspired by the government are not following the Constitution of the Unitary Republic of Indonesia.

ACKNOWLEDGMENT

We express our gratitude to the organizing committee and an anonymous reviewer for accepting this paper. This paper is expected to broaden the horizons of the world community.

REFERENCES

- [1] T. Evans, "Professional discretion in welfare services: Beyond street-level bureaucracy". Routledge, 2016.
- [2] Z. Asatryan, F. Heinemann, and H. Pitlik, "Reforming the public administration: The role of crisis and the power of bureaucracy," *Eur. J. Polit. Econ.*, vol. 48, pp. 128–143, 2017.
- [3] F. E. Rourke, "Public Bureaucracies," J. D. B. T.-I. E. of the S. & B. S. (Second E. Wright, Ed. Oxford: Elsevier, 2015, pp. 531–533.
- [4] A. Cordella and N. Tempini, "E-government and organizational change: Reappraising the role of ICT and bureaucracy in public service delivery," *Gov. Inf. Q.*, vol. 32, no. 3, pp. 279–286, 2015.
- [5] N. M. Riccucci and G. G. Van Ryzin, "Representative bureaucracy: A lever to enhance social equity, coproduction, and democracy". *Public Administration Review*, 77(1), 21-30, 2017.
- [6] J. Torfing, E. Sørensen, and A. Røiseland, "Transforming the public sector into an arena for co-creation: Barriers, drivers, benefits, and ways forward". *Administration & Society*, 51(5), 795-825, 2019.
- [7] B.O. Omisore, and O.A. Adeleke, Work ethics, values, attitudes and performance in the Nigerian public service: Issues, challenges and the way forward. *Journal of Public Administration and Governance*, 5(1), 157-172, 2015.
- [8] A. Laothamatas, Business associations and the new political economy of Thailand: From bureaucratic polity to liberal corporatism. Routledge, 2019.
- [9] M. Haug, and M. Rössler, "Introduction: contesting and reformulating centre–periphery relations in Indonesia". In *Rethinking power relations in Indonesia* (pp. 11-36). Routledge, 2016.
- [10] H. Nashir, M. Jinan, & B. Setiaji, "Muhammadiyah: the Political Behavior of Modernist Muslim Elite in Indonesia". *Humanities & Social Sciences Reviews*, 7(4), 837-844. 2019.
- [11] B. G. Peters and J. Pierre, "Governance without government? Rethinking public administration," *J. public Adm. Res. theory*, vol. 8, no. 2, pp. 223–243, 1998.
- [12] D. E. Lewis, *The politics of presidential appointments: Political control and bureaucratic performance*. Princeton University Press, 2010.
- [13] B. Poulsen and P. B. Koch, "Functional Politicisation Among Lower-Ranking Civil Servants: Conflicts and Dilemmas in Danish Central Government," *Scand. J. Public Adm.*, vol. 22, no. 3, pp. 39–63, 2018.
- [14] E. Warburton, "Jokowi and the new developmentalism". *Bulletin of Indonesian Economic Studies*, 52(3), 297-320. 2016
- [15] Wilson, J. Q. (2019). *Bureaucracy: What government agencies do and why they do it*. Basic Books.
- [16] A. Afifuddin, "Existence of the max web bureaucratic concept as agent of change Of bureaucratation reform in indonesia". *Jl_Mild (Jurnal ilmiah magister ilmu administrasi)*, 10(1). (2019)

- [17] M. B. Miles, A. M. Huberman, and J. Saldana, *Qualitative Data Analysis: A Methods Sourcebook*, 3rd ed. United States of America: Sage Publications, 2014.
- [18] T. Christiansen, "Tensions of European governance: politicized bureaucracy and multiple accountability in the European Commission," *J. Eur. Public Policy*, vol. 4, no. 1, pp. 73–90, 1997.
- [19] M. W. Bauer and J. Ege, "Politicization within the European Commission's bureaucracy," *Int. Rev. Adm. Sci.*, vol. 78, no. 3, pp. 403–424, 2012.
- [20] T. Hustedt and H. H. Salomonsen, "Ensuring political responsiveness: politicization mechanisms in ministerial bureaucracies," *Int. Rev. Adm. Sci.*, vol. 80, no. 4, pp. 746–765, 2014.
- [21] J. Beyers and B. Kerremans, "Bureaucrats, politicians, and societal interests: how is European policy making politicized?," *Comp. Polit. Stud.*, vol. 37, no. 10, pp. 1119–1150, 2004.
- [22] K. Bersch, S. Praça, and M. M. Taylor, "State capacity, bureaucratic politicization, and corruption in the Brazilian state," *Governance*, vol. 30, no. 1, pp. 105–124, 2017.
- [23] U. Farida, "Analysis of Empowerment Program that was Implemented in Mamuju Regency East Sulawesi Indonesia," vol. 149, no. Icest, pp. 19–21, 2017.
- [24] Saggaf, M. S., Aras, M., Akib, H., Salam, R., Baharuddin, A., & Kasmita, M. (2018). *The Quality Analysis of Academic Services Based on Importance Performance Analysis (IPA)*.
- [25] Rengifurwarin, Z. A., Akib, H., & Salam, R. (2018). Snapshot of public service quality in the center for integrated business service (CIBS), cooperative micro small and medium enterprises (CMSME), Maluku Province, Indonesia. *Journal of Entrepreneurship Education*, 21(3), 1-12.
- [26] Akib, H., Guntur, M., & Salam, R. (2016). *Civitas Academic Perception of "Blissful Services" for Recipient Postgraduate Program State University of Makassar, Indonesia*. In *International Conference on Public Organization VI (ICONPO VI)* (pp. 340-350).
- [27] Q. Zhao, "E-Government evaluation of delivering public services to citizens among cities in the Yangtze River Delta," *Int. Inf. Libr. Rev.*, vol. 42, no. 3, pp. 208–211, 2010.
- [28] M. S. Janita and F. J. Miranda, "Quality in e-Government services: A proposal of dimensions from the perspective of public sector employees," *Telemat. Informatics*, vol. 35, no. 2, pp. 457–469, 2018.
- [29] B. Cuadrado-Ballesteros, I.-M. García-Sánchez, and J.-M. Prado-Lorenzo, "Effect of modes of public services delivery on the efficiency of local governments: A two-stage approach," *Util. Policy*, vol. 26, pp. 23–35, 2013.
- [30] R. Sharma and R. Mishra, "Investigating the role of intermediaries in adoption of public access outlets for delivery of e-Government services in developing countries: An empirical study," *Gov. Inf. Q.*, vol. 34, no. 4, pp. 658–679, 2017.
- [31] T. K. Harahap, "Ethics Green Open Space Public Service by Government Pekanbaru City," *Procedia - Soc. Behav. Sci.*, vol. 211, pp. 945–952, 2015.
- [32] O. R. Ashaye and Z. Irani, "The role of stakeholders in the effective use of e-government resources in public services," *Int. J. Inf. Manage.*, vol. 49, pp. 253–270, 2019.