

Changes in the Forming Aspects of the Public Service Bargains Components in Determining the General Budget Policy

Yetty Setiyaningsih*

Ph.D. Student Public Policy Management
Universitas Gadjah Mada
Yogyakarta, Indonesia
*dikyaku@yahoo.com

Agus Pramusinto, Bevaola Kusumasari, Yuyun
Purbokusumo

Department of Public Policy Management
Universitas Gadjah Mada
Yogyakarta, Indonesia

Abstract—Public Service Bargains (PSB) perspective is used to analyze the relationship between politicians and bureaucrats based on the roles of both parties. This study aims to discuss how the relationship between politicians and bureaucrats and their interactions in two periods of leadership with different backgrounds, to analyze what aspects of interaction, behavior and power are in the PSB framework, particularly in determining budget policy in general. Discussions about governance and leadership as well as the interaction of politicians and bureaucrats are presented based on information and data obtained from primary data sources through in-depth interviews with bureaucratic leaders, that are the Mayor, Chairman of the Regional Representative Council (DPRD) as legislative bodies, Regional Secretary, and other supporting informants. The qualitative method is processed using NVIVO 12. The main findings in this study are aspects of interaction, behavior and power in two leadership eras with different backgrounds, so that this relationship pattern can be used as a reference in analyzing the relationship between bureaucrats and politicians in the PSB framework. The results of this study can be implemented in determining policies, in this case the general budget determination policy in the City of Magelang.

Keywords—policy, bargains, public service bargains

I. INTRODUCTION

This research discusses how the relationship between politicians and bureaucrats and their interactions in two periods of leadership with different backgrounds, to analyze how PSB is especially in determining general budget policies. The interaction of actors in this institution then determines the process of travel and strategy carried out by the policy community in a broader sense. In principle, policy actors are those who are always and must be involved in every process of public policy analysis, both as a formulator and a pressure group that is always active and proactive in conducting interactions and interrelations in the context of public policy analysis [1]. Policy actors include internal bureaucratic actors and external actors who always have a concentration on policy. They can consist of individual actors or groups who take part

in any discussions and debates about public policy. Thus, it can be understood that the meaning of actors in relation to public policy is always related to the actors and determinants of a policy who interact and interrelate in every stage of the public policy process [2].

The public policy process within the PSB framework, can be expressed as a bargain implies an exchange between two or more parties, who exchange some 'x' for some 'y' [3]. Anderson [2] emphasized that the bargaining process can occur in three forms, namely negotiation, mutual giving and receiving and compromise. In fact, the explanation of bargaining is rooted in the term that if there are two or more actors or groups of actors, each of whom has certain powers and positions but can make adjustments. (Sharing) which is expected to be built in the discussion system. In the end the process will lead to a compromise process in which each actor adjusts to each other with a concept or idea.

Changes in governance arrangements and changes in leadership can change the pattern of the role of the relationship between the two in the PSB framework [4]. This research answers whether there are changes in the interaction, behavior and power of actors as aspects in PSB in the public policy process? The PSB concept may have been implemented in non-European countries in regulating bureaucratic interactions with its socio-political environment but it has not been clearly justified and is in accordance with the PSB concept proposed by Hood and Lodge [5] and Hondeghem [3]. In addition, PSB concept has not delved deeper into the changes of interactions [6], behavior [7] and power [8] in a government system. To fill this gap, the researcher tries to find out whether there are changes in the aspects of interaction, behavior and power in two different eras. The different backgrounds of the Mayor as the main leader of the bureaucracy from two different eras form different aspects of interaction, behavior and power, so that the results of this study can be used in analyzing the interactions between actors in the PSB framework, especially in determining general budget policies in Magelang City.

II. METHODOLOGY

This study uses a qualitative approach, described in detail, as it is, as experienced and felt directly by the informants who are the actors of the interaction in it. In this study, in-depth interviews were conducted related to the PSB components of Tim Anggaran Pemerintah Daerah (TAPD) members as bureaucrats and Badan Anggaran (Banggar) as politicians in Magelang City and processed using NVIVO 12. With the following classification codes and nodes (See Table 1):

TABLE I. CLASSIFICATION OF NODES FOR BUREAUCRATIC AND POLITICAL RELATIONS AT NVIVO 12

No	Codes	Nodes	Tree Nodes
1	Interaction [2]	Cooperation (Bargaining)	Negotiation
			Take and Give
			Compromise
		Persuasive	Convince
			Complain
			Intervention
		Direction	Hierarchy
			Ordinate
			Sub - ordinate
2	Behavior [7]	Political Environment	Political System
		Attitude	Role and Domination
3	Power [8]	Authority and Leadership	Influence
			Force
			Persuasive
			Manipulation
			Coercion

Source: Author Analysis (2020).

III. RESULTS AND DISCUSSION

This study was conducted in the local government, particularly in the city of Magelang. The enactment of regional autonomy which is most important for regional development is to increase regional motivation to have high growth rates through empowerment of local economic potentials and allocation of resources through proper budgeting [9]. Magelang City is a unique city with an area of only 18.12 km² and is the smallest city in Indonesia and is the center of growth in the Purwomanggung area (Purworejo, Wonosobo and Temanggung) [10].

As a regional growth center according to Perroux in Robinson [11] a growth center can be defined in two ways, namely functional and geographic. Functionally, the growth center is a concentration location for business groups which due to the nature of the relationship has dynamic elements so as to stimulate economic life, both internally and externally. When viewed geographically, the growth center is a location that has many facilities and conveniences so that it becomes a center of attraction (pole of attraction) which causes businesses to be attracted to that place and people are happy to come to take advantage of the existing facilities. It is very important for a city that functions as a growth center in determining the priority of its resource allocation through a budget [12].

Magelang City in the period 2000-2020 was led by a mayor with a different background. In 2000-2010, the City of Magelang was led by Mayor Fahriyanto with a political background, while in 2011-2021 was led by Mayor Sigit Widyonindito with a bureaucratic background.

A. Relationship between Bureaucrats and Politicians in the Leadership of Mayor Fahriyanto (2000-2010)

Mayor Fahriyanto was born in Magelang, July 11, 1947 is a cadre of the Democratic Party of Struggle (PDIP) and has also served as Chairman of the Magelang City DPRD in 1997-1999, Deputy Chairman of the Magelang City DPRD in 1992-1997, member of the Magelang City DPRD in 1987-1992, and Chairman of the DPC PDIP City of Magelang, 1997-2000. Fahriyanto has a political background with his last high school education, before becoming Mayor of Magelang, he served as Chairman of the Magelang City DPRD. In his political interactions, from an in-depth interview with the Head of Bappeda of Magelang City who experienced being a TAPD team during Fahriyanto's time, with a politician background Fahriyanto has more flexible political communication. Together with the TAPD team, it was easy to negotiate and agree with the DPRD informally. Internal relations are hierarchical in nature, and from interviews with the Regional Secretary of the City of Magelang and the Head of OPD who experienced the Fahriyanto era, especially in Determining Budget Policy, bureaucrats are more subject to politicians. Interaction between actors, the results of interviews with informants carried out a qualitative analysis with NVIVO 12 with the following results (See Fig. 1):



Fig. 1. Relations between Bureaucrats and Politicians in Fahriyanto's Leadership (2000-2010).

Source: Author's Analysis from NVIVO 12 (2020).

It can be seen that the interaction of politicians and bureaucrats has a strong enough interaction wherein this interaction, the patterns of cooperation, persuasiveness and direction patterns are analyzed as below (See Fig. 2):

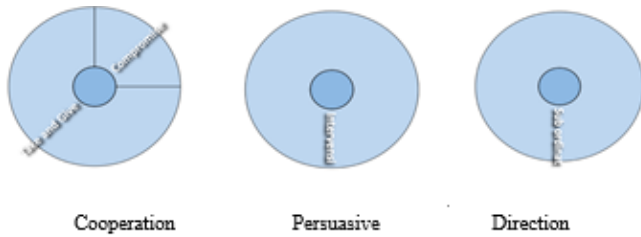


Fig. 2. Cooperation Patterns, Persuasive Patterns and Direction Patterns in Fahriyanto's Leadership (2000-2010).

Source: Author's Analysis from NVIVO 12 (2020).

In the pattern of cooperation or bargaining [2], Fahriyanto's leadership shows take and give in this case there is a pattern of cooperation or bargaining who gets what, with negotiations between actors taking place in different positions, the principle of mutual giving and receiving then colored the policy-making process discussed in the forum for the actors involved. This happened in the process of compiling the KUA where from the results of interviews with the Head of the Magelang City DPRD (2004-2022) who was also a party cadre, that under Fahriyanto's leadership, with his background as a politician, the negotiation process was easier and if analyzed in a persuasive pattern, politicians were more in character. Intervention in bureaucrats, so that they are subordinate in their direction patterns. The dominance of political colors at that time, especially from the same party, was a factor in this interaction pattern. During the discussion of budget preparation, bureaucrats are more subordinate in determining priority activities.

At the end of his term of office, Fahriyanto was found guilty in 4 (four) cases related to the budget. Fahriyanto was found guilty of corruption in the social assistance fund (bansos) of Magelang City Mutual Cooperation Market traders in 2007. The Panel of Judges sentenced him to 2 years and six months in prison. The verdict in this case was also handed down to the former Chairman of Budgeting Department City of Magelang, Sureni Adi. According to the judge, the two defendants were proven to have distributed social assistance funds (bansos) in violation of the provisions.

The next case is the case of disbursement of the fictitious insurance claim of the Magelang City DPRD in 1994-2004. In that case, Fahriyanto was sentenced to 16 months in prison and a fine of Rp. 50 million, a subsidiary of two months in prison. He was found guilty of abusing his position by agreeing to provide insurance for 25 council members whose budget was taken from a government service improvement fund of IDR 1.57 billion. The life insurance was proposed by the Chairman of the Magelang DPRD Trijoko Minto Nugroho to PT Asuransi Central Asia as many as 25 members of the board during 2002-2004. The insurance premium payment is taken from the Magelang APBD in the Regional Government Implementation Improvement Fund budget post. In that case Trijoko was sentenced to three years in prison by the assembly while Pramono and Sutjipto were sentenced to two years in prison.

B. Relationship between Bureaucrats and Politicians in the Leadership of Mayor Sigit Widyonindito (2010-2021)

Sigit Widyonindito, ST, MT is Mayor of Magelang for the 2016-2021 period. Previously, the man who was born in Malang, East Java, December 28, 1958, had occupied the seat of Mayor of Magelang City in the 2010-2015 period. During Sigit Widyonindito's leadership, the City of Magelang won various achievements including the Pangripta Abipraya Rank Award, the Satya Development Badge for Family Planning and Family Development, Adipura Kencana in his leadership every year, Innovative Government Award, Smart City and many others. His educational background is Master of Engineering from Diponegoro University and comes from a bureaucrat, not a party cadre. Before becoming Mayor of Magelang, Sigit Widyonindito was Head of the Public Works Office of Magelang City.

During his leadership, especially in determining the General Budget Policy in relation to the DPRD according to the results of interviews with the Head of the Regional Development Planning Agency and the Regional Secretary, and the Chairman of the DPRD at the beginning of his leadership there was a disharmonious relationship and several times, the supporting parties also did not act cooperatively because of programs and activities. through the Regional Apparatus Organization in the City of Magelang, he made many breakthroughs; including the arrangement of street vendors in Aloon-aloon, Chinatown and several roads in Magelang City, Magelang City with One Million Flowers, as well as the construction of Rusunawa, bridges and road widening. For bureaucrats, in accordance with the interview, they are more comfortable with the Mayor with a bureaucratic background because they have more understanding and experience as a bureaucrat. A different thing was stated by the Chairman of the DPRD that communication is more comfortable if the Mayor should be from politicians, because it will be more synchronous in communication. In determining the General Budget Policy several times in Banggar sessions there were deadlocks, however Sigit had informal communication techniques, although initially the TAPD representative was asked to complete a special negotiation with the Banggar team. Interaction between actors, the results of interviews with informants carried out a qualitative analysis with NVIVO 12 with the following results (See Figs. 3 and 4):

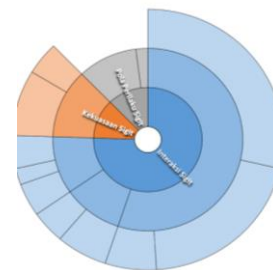


Fig. 3. Relations between Bureaucrats and Politicians in Sigit Widyonindito's Leadership (2010-2021).

Source: Author's Analysis from NVIVO 12 (2020).

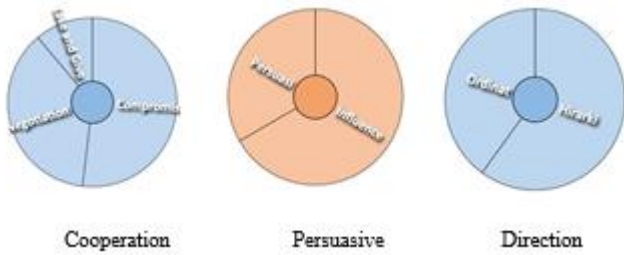


Fig. 4. Cooperation Patterns, Persuasive Patterns and Direction Patterns in Sigit Widyonindito's Leadership (2010-2021).

Source: Author's Analysis from NVIVO 12 (2020).

In the pattern of cooperation or bargaining [2], Sigit Widyonindito's leadership shows the dominance of compromise and negotiation, then take and give. This happened in the process of determining the General Budget Policy where from the results of an interview with the Head of the Magelang City Bappeda who was a member of the TAPD who experienced 2 (two) eras of the leadership of the Mayor of Magelang, that the direction and policies of the Mayor on priority activities and budget are persuasive and influential, namely influencing. One of them was when there was a Magelang City of One Million Flowers policy which was not initially listed in the Regional Medium Term Development Plan / Rencana Pembangunan Jangka Menengah Daerah (RPJMD). This city image policy requires substantial budget support on various fronts. TAPD approaches and negotiates and influences both at the top leader level, namely the Mayor, the TAPD and the Banggar, so that this policy becomes a priority in budgeting. The relationship pattern between bureaucrats and politicians is ordinate as partners and internally the Mayor is hierarchical in TAPD.

The summary of differences in aspects of interaction, behavior and power in the era of Fahriyanto and Sigit Widyonindito is presented in the following table 2:

TABLE II. INTERACTION OF ACTORS IN FAHRIYANTO'S LEADERSHIP (2000-2010) AND SIGIT WIDYONINDITO'S LEADERSHIP (2010-2021)

No	Aspect and Variable	Fahriyanto	Sigit Widyonindito
1	Interaction [2]		
	Cooperation Pattern	Take and Give	Compromise
	Persuasive Pattern	Intervention	Influence
	Direction Pattern	Sub Ordinate	Ordinate
2	Behavior [7]	Political colors are the same and work well together	The same political color but does not guarantee support, gets challenges
		Partnership	Dominant and influence
3	Power [8]	Manipulation	Influence

Source: Author Analysis (2020).

C. The Linkage between Actor Interaction and Public Service Bargains Concept

From the discussion of actor interaction, in this case the relationship between politicians and bureaucrats in the leadership of Fahriyanto and Sigit Widyonindito has differences in both aspects of interaction, behavior and power, so that the different relationship patterns are used as a basis for analysis. How these aspects can then form the components of the PSB in its preparation. PSB consists of 3 (three) components, namely reward, competence and loyalty [5]. These three components are formed by aspects of interaction, aspects of behavior and aspects of power. The interaction aspect forms the reward component, the behavior aspect forms the competency component and the power aspect forms the loyalty component.

IV. CONCLUSION

This research produced several formulations such as:

- Whereas in 2 (two) leadership with different backgrounds in Magelang City, the interaction between bureaucrats (TAPD) and politicians (Banggar) has different aspects of interaction, behavioral aspects and aspects of power.
- These differences in aspects will result in different types of PSB components so that they will produce different variations in determining the type of PSB in determining budget policies, where the interaction aspect forms the reward component, the behavioral aspects form the competency component and the power aspect forms the loyalty component.
- By knowing the aspects that make up the PSB components, it will make it easier for further researchers to analyze more deeply the PSB components.

REFERENCES

[1] M. Howlett and M. Ramesh, *Studying Public Policy: Policy Cycles and Policy Subsystems*. Oxford, UK: Oxford University Press, 1995.

[2] J.E. Anderson, *Public Policymaking*. Boston, US: Cengage Learning, 2010.

[3] A. Hondeghem, "Changing public service bargains for top officials," *Public Policy and Administration*, vol. 26, no. (2), pp. 159-165, 2011.

[4] J.P. Burns, L. Wei, and B.G. Peters, "Changing governance structures and the evolution of public service bargains in Hong Kong," *International Review of Administrative Sciences*, vol. 79, no. (1), pp. 131-148, 2013.

[5] M. Hood and C. Lodge, *The Politics of Public Service Bargains Reward Competency Loyalty and Blame*. Oxford, UK: Oxford University Press, 2006.

[6] J.P. Aberbach, *Bureaucrats and politicians in western democracies*. Cambridge, US: Harvard University Press, 1981.

[7] M.B. Petersen and L. Aarøe, *Evolutionary Theory and Political Behavior*. Denmark: Wiley Publishing, 2014.

- [8] J. Pfeffer, "Power in Organizations," *American Journal of Sociology*, pp. 605-608, 1982.
- [9] Wiratno, *Analisis Kota Magelang Sebagai Pusat Pertumbuhan Kawasan Purwomanggung*. Semarang: Universitas Diponegoro, 2016.
- [10] R. Zulaechah, *Analisis Pengembangan Kota Magelang Sebagai Pusat Pertumbuhan Kawasan Purwomanggung Jawa Tengah*. Semarang: Universitas Diponegoro, 2016.
- [11] T. Robinson, *Perencanaan Pembangunan Wilayah*. Jakarta: PT. Bumi Aksara, 2004.
- [12] Z. Emalia dan I. Farida, "Identifikasi Pusat Pertumbuhan Dan Interaksi Spasial Di Provinsi Lampung," *Jurnal Ekonomi & Studi Pembangunan*, vol. 19, no. (1), pp. 61-74, 2018.