



Political Dynamics and State Civil Administration Neutrality in Good Governance Framework

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Abstract

This article focus on reviewing the reality of political dynamics in Indonesia that related with state civil administration (ASN) professionalism as the one who administrate the government, which their move are limited by ethic code and neutrality in civil servant behaviour and not partiality in terms of political practice prominence. Political dynamics relationship with state civil administration neutrality have a lots in common and relevance, if we look from context and theory terms, and align with classic state administration paradigm that differing between political and administration. Distinction between political activity and public administration process, as it's developing both are being perceived separately from one another. But on contrary, based on the political continuum of public administration, political policy construction and execution as the responsibility of the public administration that administer by government bureaucracy or its organization, is inseparable. If we try to review it from the history of state civil administration that known as state civil servant in *Orde Baru* regime, they located as the power of the majority, where they have to support the functional congregation (*golongan karya*) as one of political power. This condition have a permanent effect towards most of state civil administration attitude and behaviour, especially the one who have their own political importance, so they will do everything they, both personally or through the organization, and also to the political elite who have political occupancy or elite in political party.

The neutrality of state civil administration in predicament position because the government ruler that came from political elite have the authorities to settle on and even can make a political career run smoother, especially to occupy the structural administrative division or even quo status. And until now there are still a perception that politics are part of its obligation and function. The state civil administration professionalism in good governance context demand the capability that obedient to its principal so when state civil administration administrate its function, they won't disobey the provision that have been ratify as legal groundwork.

Keywords: Reality Of Political Dynamics; Neutrality Of State Civil Administration; Good Governance

Introduction

Neutrality of State Civil Administration in Political Reality

State civil administration neutrality in local politics or even in national scope, is an old theme that always been an actual topic to discussed. Especially in this head of region election process (PILKADA), because there's always an interesting development related to its role, position, and responsibility of the state civil administration. The neutral state civil administration doesn't mean that the bureaucrat enclosed them self from political world. State civil administrations are requiring keeping up with political growth so they have adequate information to decide their preference on political party or designate leader in the region election. Person involvement in political participation is because of politics equality (prospective equality) that cannot be prevent or be obstruct in order to involve in political process, (Jack Lively, 1975). State civil administration as an administrator or a part of executive position, are inseparable from political influence, it's related to the dynamic of government reality that occur every day in political practice. For instance, discussion about APBD's or policy submission with local legislative. After all argumentation on policy plan that submitted, executive officer still can object or accepted it by the legislative or local constituent. That were the reason why executive officer must have political knowledge, thus they are be able to do lobby, argumentative, and deliver fact also, data convincing, for that reason they will be able to produce an excellence quality that legislative assembly supported. State civil administrations have to actively participate to be a voter, and giving a comprehension about the importance of society participation to their family and the neighbourhood to the region election, in order to decrease the *golput* number. Neutrality force state civil administration be obliged not to avow any support publicly, not involve, unbiased, in addition not helping one particular political party or candidate that run for regional election.

State civil administration neutrality is crucial because there are a lot of state administrators, such as the president, ministers, governor, *bupati*, mayor, that political party originated. This condition will bring a serious implication to bureaucrat neutrality. Professionalism is requiring for state civil administration in giving their services, and be loyal to their superior, even though they have different political views. With the intention of the state civil administration have their own freedom to choose and not adrift in political tide or co-opted by their superior political prominence. In legislation No. 43 year 1999 about the State civil administration, that discuss the amend on legislation No. 8 Year 1974 about employment rules, in article 3 verse 2, it stated that all position and its function that align with verse 1, that civil servant require to be neutral from all political party and committee. And in verse 3, it confirm the guarantee of civil servants neutrality as stated in verse 2, that state civil administration are not allowed become a political assembly or political party. To ensure the state civil administration neutrality in a dynamic political subsistence, the availability of employment system must be able to maintain the neutrality principal, with firmly separate the state position with country position, and position in special institution that based on the rules in constitution. Country position and position on special institution are career position for a professional civil servant, therefore state civil administration are not cooptation by department policy.

Regional Election and Bureaucracy

Bureaucracy neutrality is a government bureaucracy that don't take sides with any political power and dominant party or in the political terms called politics, thus in order to give a plenary services and its dedication towards the government and to all society or as a civil servant and people servant.¹(Miftah Thoha, 1990).

Regional Election is a way to perform people sovereignty in province and or in the capital or in *kabupaten* based on Pancasila and RI's constitution year 1945 (UUD 1945) to elect a regional head and vice regional head (PPRI No 6 year 2005, article 1 verse 1). In the other hand the head and vice of province are the governor and vice governor, for *kabupaten* are Bupati and vice Bupati, and for capital are mayor and vice mayor (PPRI No 6 year 2005, article 1 verse 2). In simultaneously regional election year 2017 context, PANRB minister have release a *Surat Edaran* (SE) Number: SE/06/M.PAN-RB/11/2016 about Neutrality Implementation and Discipline Strengthening, also The State Civil Administration Sanctions in governor and vice governor, bupati and vice bupati, also mayor and vice mayor simultaneously election process year 2017. Trough this *surat edaran* PANRB minister ask the state civil administration that alleged violating the neutrality discipline are being reported, to election watch that placed in every region or to all watcher in government institution that state civil administration work, so it can be investigate or will be processed by the rules of constitution.

PANRB minister emphasize, that employment superior position or task implementation head department position and Authorities position, are bound to:

1. Continually to create a conducive climate and giving an equal chance to State Civil Administration to use its freedom to elect but still keep the neutrality.
2. Subordinates monitoring, before the campaign, while campaigning, and after the campaign on Head region/vice region is finish keeping obedient to the constitution rules and employment rules that apply. Taking action by report and coordinate it with province election watch (Bawaslu) and Election watch committee in Kabupaten/Capital based on its authorities, also processing a disciplinary legal sanctions if any State Civil Administration are proof to be guilty of violation.

In practice, there are 3 form of violation that State Civil Administration and government authorities does in election, first abuse of power, such as establish rules that the subordinates have to campaign and its mandatory, funding collection for specific political party, giving a permit but with a demand to support a specific political party or legislative candidate, using government funding for campaign, altering official travel budget, and forcing the subordinates to fund the campaign of specific political party or legislative candidate using state budget.¹ Second, using state facility, for instance using official vehicle, official house, and also the government office and its tools, and third, giving another kind of support such as, giving donations, covert campaign, place the political party or legislative candidate attribute in the office, using the attribute, attending its campaign with official outfit and all the trimming, neglect ion on campaign violation using state facility and unfairness/ discriminative on using the state facility to specific political party or legislative candidate.

State Civil Administration Professionalism in Terms of Good Governance

Good governance can be understood as a solid implementation of government management with responsibility and align with democracy and market principal, efficient government, and also a clean and liberated government from corruption, collusion, and nepotism (KKN). Therefore good governance is a good government in standard process and its outcome, all part of the government can work synergetic, not overlapping each other, supported by the people and don't belong to any anarchy movement that will slowing the development. Good governance as a movement are based on the importance of vary donor institution and international funding to strengthen the institution that exist in third world country in doing many activity that being funded by those institution². They think that, the projects failure because of the institution weakness in execute the programmed in third world country, and it's all because a bad governance, such as no transparency, low in society participation, unresponsive to citizen needs,

¹ Prasojo, Kompas 3 Maret 2009

² Bank Dunia dan Bank Pembangunan Asia, serta sejumlah lembaga donor seperti USAID, dan JICA.

discrimination towards different stakeholder, an inefficient. Therefore this international funding and donor often associate this projects funding with good governance of the instigate institution.

With a lot of different perspective in defining good governance concept, so it's not unusual if then a lot of different way in understanding what good governance all about. But, generally these are some characteristic and value that attach to the good governance practice. **First**, good governance practice have to give enough space for the non-government institution to participate optimally in government activity so there are a good synergy between government and non government, for example: civilian, market mechanism. **Second**, good governance in practice should create a social welfare. Value such as efficiency, equality, and support action become an importance value. **Third**, good governance practice is a government that clean and liberated from KKN that oriented on public interest. Thus the government practice are consider good if the government are be able to embody transparency, law enforcement, and public accountability. The main challenge in embody the good governance is how to embody this three characteristic in daily government practice. As we know the government tradition nowadays are still far behind from the characteristic being describe above. There is still a rather big gap and disproportional between government and a non-government in dividing the role and makes and not optimize synergy. KKN practices are ingrained in all level existence and government institution, both in local and central. The effort to develop a good governance practice is to set a good government strategy. Settling the strategic choices are far better consideration because of the wide scope of problem to deal with, complexity the problem, limitation on resources and both government and non-government capacity to run a new governance practice in order to develop a good governance practice. Innovation on good governance practice, especially in many different matter that still related to bad governance and moving forwards towards a good governance practice, we can separate it into several stage that will be align with the government capacity, the civilian, market mechanism, as long as the change are consistent towards the embodied the three characteristic of good governance [practice].

In administrate the government, the administrator subsystem hold a strategic role. The failure or its successful are depend on the quality of the administrator that run the government. This rapid transition and change in government administration system, the administrator will act as bureaucracy activators are faced with high demand from the society. The societies have high hopes that civil servant can manage the quality of public services, being transparency, and have the accountability. The civil servant duty will getting complex if we relate it with government obligation It is the civil servant obligation and region autonomy goals, like good social welfare, local competitiveness, and excellent public services. The key point that need to remember by the administrator, are "professionalism and a will to change". Therefore in change condition and transition in government administrate from centralistic towards decentralist paradigm, so the civil servant need a new mind set and perspective.

The implementations of region autonomy are unable to increase the social welfare, region competitiveness, and public services. It is fully understood, that to achieve that goals, bureaucracy work becoming a strategic issue because of its wide implication on economic and politics. In economic, beside the law enforcement and national security, a good quality of administrator resources and align with improvement on bureaucracy work will fix the infestation climate. In other hand on political life, improvement on bureaucracy will give an implication towards increasing the public trust on government. In other words, the factors that determine the development succeed, not only based on the availability production factor but also based on the administrator resources.³

The administrator as an individual have and basic weakness, which is lack of competencies, weak in value internalization, work ethic, and work based on command rather by initiative an innovation. This thing happen because inadequate welfare of the administrator. The bureaucracy system and procedure

³ Suparmoko, 2002:106, Agus Dwiyanto, 2002

have a fundamental weakness, such as lack of a measureable monitoring, controlling, and evaluating system, uncertainty employment system, doesn't have transparency mutation procedure. From institution and structure aspect, there are fundamental weaknesses such as a big structure with unfocused level of authorities. Overlapping institution with field of work, not well coordinate, and high level of ego in the institution. The society culture based on old habit, such as gratification for smoothing every need, unreported deviation, and so on. Base on that, the most important pillar, is leadership. A strong, honest, and dependable leadership is a key role in this mater. Good leadership will give examples, not giving command that violate rules and procedure that will help in building a professional bureaucracy.

In institution bureaucracy there are a few factor to determine the professionalism of administrator accumulatively which can build the institution quality. Interaction between basic value of bureaucracy and determining administrator professionalism factor will obtain an institution performance. That why this two value needs to be develop side by side as a bureaucracy strategy to embody good governance. Administrator professionalism factor are determine by vary related factor and trait as sustainable. If one of the factors is negative, we can predict there will be distortion to administrator professionalism and performance. Therefore, we have to see all determining factor as a system. To embody a professional administrator, beside clarity in values that used, it also being influenced by several factor as clearly stated above, and every administrator have to be able to shift their paradigm so there are value sifting from olds value to new value. Bureaucracy audit is needed to attain a professional administrator quality, which means we need to evaluate all the administrator performance. If it does achieve the standard, so the amputation steps are needed, such as golden handshake, can choose between early retirement and even bureaucracy cut off. This step maybe unpopular and a bitter choice to build a new face of bureaucracy, we need to renovate systematically to adopt all the norms and value that cover the groundwork of bureaucracy institution.

Conclusion

State Civil Administration in democratic process in Indonesia have to be more pro active and more initiatives to participate in escalate the well being quality and bring Indonesia society to a life that more prosper, fair, and more human. In the middle of political dynamics that have a large power or the government institution. State Civil Administration have to be able and continue to commit in giving an excellence services and building democratic culture that have the equality and can satisfy its society and can fulfil its society needs and importance. In political dynamics that have a high intensity, State Civil Administration have to administrate its role to accommodate and fulfil every people needs without discriminate one another, because the nature State Civil Administration or state apparatus are state officials.

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