

## **The Relationships Between Bureaucratic Officers and Political Officers: A Case Study of the Intervention of the Political Officers in Case of Recruitment, Assessment and Promotion of the Bureaucratic Officers in Southeast Sulawesi**

Azhari

FKIP, Universitas Sembilanbelas November, Sulawesi Tenggara, Indonesia

**Abstract:** This study was conducted to answer the question that is rife in Indonesia after the implementation of regional autonomy through Law No.: 22 of 1999 on regional government which has been revised by Law No: 32 of 2004 and Law No.: 12 of 2008 which are both about local government. Since, the policy of decentralization, there are many positive aspects such as the level of success found in certain areas such as Gorontalo but the problem is no less interesting is the growing strength of the politicization of the bureaucracy that occurs at the level of local government. The condition is exacerbated by the recruitment of civil servants, promotion and mutations that are no longer heed the aspect of professionalism of the bureaucracy, particularly in the governor of Southeast Sulawesi before the election of 2007 to the inauguration of governor election in 2008. Hundreds of bureaucratic officials made the but of governors with their policies mutation multiple times in a span of 1 year. The condition is interesting to study what causes political officials in this case the governor and regent and the Mayor is so easy to hold transfer and promotion of bureaucracy without any clear standards. In an effort to conduct this research, researchers based the design on the theory of the political system as a grand theory and the theory of the division of powers as the middle range theory and the theory of bureaucratic and political relations regulations as operational theory. The method used in this research was a qualitative descriptive method with the hope to describe and outline the fact findings in the field clearly and systematic. Through this research, it was found that the relationship of political and bureaucratic officials in Indonesia took place in ascendancy executive models. This pattern is a kind of relationship pattern that puts political officials as bureaucratic control officers in accordance with the policies of the political parties that support the political officials in question. Political forces that influence the bureaucracy as well as derived from the head of an official bureaucracy, also comes from the parliament and the structure of the party bureaucracy embraced by the political authorities from central to local level as happened during the New Regime (ORBA). But as for his post-ORBA with the decentralization policy in Indonesia, the pattern of the relationship between political and bureaucratic officials, especially in the regions are no longer sufficient called a model of pure ascendancy executive. The condition is caused by the fact that until now, Indonesia still uses the Weberian Bureaucratic model that laid the political officials as supreme leader in the hierarchy of bureaucratic positions. Therefore, the head of the region have full authority in the process of formation of bureaucracy without any other institutions that can act as a counterweight or group supervision means that the policy of local leaders in career management bureaucracy. This study suggests to stakeholders in public policy-making in order to immediately hold a re-design of public bureaucratic management in Indonesia by placing the bureaucracy in the management of an independent commission as it happens and is practiced in other countries such as Malaysia, Japan, Singapore and the United States.

**Key words:** Commission, parliament, decentralization policy, Weberian Bureaucratic model, US

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### **INTRODUCTION**

Since, the initial study public administration, made clear that the bureaucracy and politics are like two sides of a coin that is difficult to separate. One side concerns the political power and is then embedded in the institutions of state politics in this case the head of government assisted by political officials more in the

concept of a republic is the president with his ministers and in the area by the governor/deputy governor, regent/deputy regent, mayor/deputy mayor. While the parliamentary form of government may be the prime minister and his cabinet as well as at the regional level can be the governor and his ministers as well as mayors and other designations that differ from each other even in roughly the same function. The term of office of political

officials are limited in accordance with the respective period and can be changed any time period expires, it can even quit before his term expires. On the other hand, there are bureaucratic officials who examined the career from the beginning with the educational background and expertise. To occupy the top position in bureaucratic positions, must be passed with longer careers and are characterized by length of employment, experience in occupying positions in the bureaucracy below as well as record job performance and career record length.

In subsequent trips, bureaucratic officials who have always been on the order of a career particular, any time is always ready to accept political office as supreme leader of the organization and is always changing according tenure and have the program and the type of leadership and differ from one another even more often contradictory. In the bleak conditions, bureaucratic officials prone to engage in emotional contact with officials of the new political office, so sometimes a situation arises which leads to a tendency or personal bias of the bureaucracy to the political officials of the ruling following which carries the colors of political parties meant political officials. So, there was a personal political relationship between political and bureaucratic officials who later led the bureaucracy, the situation is no longer in line with the expectations of the neutrality of the bureaucracy.

Alignments of bureaucratic officials, the personal political officials in power would lead to negative sentiment from the political groups that are not in line with the program of the ruling political officials. So that, when the politicians in power replaced by a politician of a different color, so the first time carried out by officials of the new political power is to change the position of the previous bureaucratic officials. The changeover process is often the case, outside signs law rules concerning the structuring and coaching career bureaucracy. Such conditions rife throughout Indonesia, especially after the implementation of decentralization policies under the act. No. 22 of 1999 on regional government and has been renewed by Act No. 32 of 2004. Almost every completed election regent/mayor and governor always followed by the turn of the provincial secretary as the highest bureaucratic officials in the following regions bureaucratic career underneath.

The bad conditions of service bureaucracy is increasingly widespread complaints by the people especially in Indonesia after decentralization with Law No. 22 of 1999 on Regional Government which has now been revised by Law No. 32 of 2004 on Regional Government. The condition is also very clear even tend to be extreme occurred in Southeast Sulawesi. At the time in

Southeast Sulawesi, Governor Ali Mazi (Ali Mazi, Southeast Sulawesi Governor 2002-2007 period, tripped over corruption of HGB Hotel Hilton. At that time, Ali Mazi was Legal Counsel Hilton hotel that has now changed its name to the Sultan Hotel in Senayan area of Jakarta. The case was then put Ali Mazi as a suspect and suspended by the Minister of the Interior in September 2006 and appointed Yusran Silondae, deputy governor as the executor of Southeast Sulawesi Governor. Ali Mazi to be governor in June 2007). Stumble case law in 2007 then Acting Governor who is also the Deputy Governor of Southeast Sulawesi Yusran Silondae hold positions mutation and when it is more than half a second echelon at the level of provincial government replaced even most turned off by job.

In relation to the misappropriation of state budget through budget irregularities, the data from the Supreme Audit Agency's Southeast Sulawesi in 2007 found seven Districts of the 12 districts of the city Disclaimer examination assessed by the CPC. In addition to this day many government officials in Southeast Sulawesi Province were examined by law enforcement officials the latest case is the issue of alleged financial irregularities at the Department of Revenue Province in the Era of Governor Ali Mazi who had dragged the two former heads of agencies local income as a suspect by the High Court of Sulawesi Southeast. Even on issues that are elaborated by the local media revenue service chief provinces in Era Governor Nur Alam who was installed <1 year are also reported by the governmental institutions of society (LKPI) had embezzled that is also in the process of investigation.

Public service conditions were assessed less positively in studies public bureaucracy in Indonesia lately also in line with the publication of the results of a recent survey released by the institute The Political and Economic Risk Consultancy (PERC) and was released on April 9, 2009 and put Indonesia as the country with the worst public services, after India from 12 Asian countries surveyed. As for the countries in Asia surveyed sorted by ranking the best and worst are: Singapore, Hong Kong Thailand, South Korea, Japan, Malaysia, Taiwan, Vietnam, China, Philippines. Indonesia and India. Along with these achievements, Indonesia still retains achievements as a country that is ranked the most corrupt in Asia. The survey also released by PERC. At the same time, the jugs put Indonesia as the country with the highest score in the field of corruption with a score of 8.32 followed by Thailand (7.63), Cambodia (7.25), India (7.21), Vietnam (7.11), Australia (2.4), Hong Kong (1.89), Singapore (1.07) and the United States were taken as the comparators (2.89).

Table 1: Hegel's concept, Marx, Dan Weber

Concept	Bureaucracy position in society	Bureaucracy position in government	Control of the role of bureaucracy
Fredrik Hegel	Bureaucracy is one of power among the three main forces, namely the state and the forces of the particular	Bureaucracy as a stabilizing force as between the interests of the state and the interests of a particular community	The need for hierarchical bureaucratic group, Independence from interest groups moral strength of the bureaucrats
Karl Marx	Bureaucracy is a class of its own in society	Bureaucracy is part of the ruling class	Controlled by the ruling group
Max Weber	Bureaucracy is a professional group in the society and the state	Bureaucracy works by professionalism in serving the interests of the state and society are neutral from practical politics	Rules and regulations that form the basis of the work of the bureaucracy
Woodrow Wilson	Bureaucracy is a group of technical professionals	Public bureaucracy work to serve and implement policies that have been decided by the political officers but the bureaucracy work professionally and technically	Bureaucracy work based regulations that have been decided and oversight of the bureaucracy carried out by an independent agency or commission of personnel

The fourth concept in addition to bequeath a model arrangement of bureaucratic and political officials bureaucratic system still used today

This study intended to reveal the problems mentioned above, especially the bureaucracy personal recruitment and promotion of bureaucrats in positions of bureaucracy. Through this research will be disclosed why the intervention of political authorities, so easy to enter the realm of the career bureaucracy in Indonesia, particularly in the Southeast Sulawesi. Furthermore, from the disclosure of these facts will then be elaborated based on the theoretical concepts concerning the relationship that should exist between the political and bureaucratic officials.

**Research questions:** Based on the order of the background of the above-mentioned problems, the research problems can be formulated as follows. How do the political cultural factors and the legal framework positively affect any intervention in the recruitment, assessment and promotion of bureaucracy in Indonesia, especially in Southeast Sulawesi? What is the pattern (model) of bureaucratic and political relationships that occur at this time in Indonesia, especially in Southeast Sulawesi?

**Research objectives:** This research aimed to investigate the following issue: to find out how political cultural factors and the legal framework positively affect any intervention in the recruitment, assessment and promotion of bureaucracy in Indonesia, especially in Southeast Sulawesi. To find out the pattern (model) of bureaucratic and political relationships that occurs at this time in Indonesia, especially in Southeast Sulawesi.

**Research significances:** This research is expected to give theoretical explanation about the relationship pattern between political officers and bureaucratic officers happen in Southeast Sulawesi, especially in the

recruitment process, assessment and bureaucratic promotion as well as the factors that arises that relationship pattern.

Besides, this research is also expected to present the theoretical invention concerns relationships patterns between political and bureaucratic officers and the implication to the public bureaucracy institution and its services in Southeast Sulawesi.

## Literature review

**Concept of bureaucracy:** In terms of language, bureaucracy comes from the Greek, meaning *Kratein* set. Additionally in French the word bureaucracy is also synonymous with the word meaning bureau office. But in general the concept of bureaucracy more introduced by Max Weber, a German sociologist at the beginning 20th century, this concept emerged since around the 1900s, the industrial revolution in Britain started to show its influence on changes in social structures that encourage the government is involved in various activities public. "A particular form and style of administrative organization. Although, it has been subject to strong criticism for a long time, bureaucracy and its variants can still be found in a large number of organizations (Peter M. Blau dan Marshal W. Meyer)".

Bureaucracy is a system of administration and execution of daily tasks are structured in a hierarchical system that is clear is done by the written rules and is run by a particular section which is separated from the other part by people who are selected based on the ability and expertise in their field. In developing the concept and theory of bureaucracy, Hegel, Marx, Weber and Wilson explain the concept and put their views in the bureaucracy against the political interests under the political executive in the government of the country can be seen in Table 1.

**Regulatory model relations officer bureaucracy and political officers:** Model of relationships according to Marley Fainsoed. The concept that puts bureaucracy as part of the incumbents is grouped by Marle Fainsoed in Martadisastra in four models.

First, the model of Representative Bureaucracies. This model emphasizes that the position of the bureaucracy cannot be separated from the power of political party representatives sitting in a state institution. Bureaucracy in this model only serves as an institution or government officials who serve on the basis of the prevailing will of the party system. In conditions like this bureaucratic model, the tendency of bureaucracy to be affiliated to a political party to be something very important for the achievement in the career bureaucracy. Relationships like this make the bureaucracy fragmented and ineffective.

Furthermore, the model State Party Bureaucracies. This model teaches that the presence of the bureaucracy in the government system because it is held by the ruling party. Thus, the sole ruler of a state which becomes the controller on the performance of the existing bureaucracy and or the ruling party. Bureaucracy this model occurred in countries that impose a communist single party, the bureaucracy itself is also part of the party and the bureaucrats also are a cadre of existing single party.

Third, the Military Dominated Bureaucracies. In line with the State Party Bureaucracies models, models military dominated bureaucracies also have similarities in terms of resources included in the entry of bureaucratic control but this model actors are implemented by the ruling military.

The fourth, Ruler Dominated Bureaucracies; this model refers to the condition of a party bureaucracy controlled by ruling political elite. Such authorization can only be done by a civilian elite or civilian elite who collaborated with the military elite to regulate and control the bureaucracy.

Lastly, Ruling Bureaucracies; this model is based on the idea that bureaucracy is one organ that has a significant influence on state policy processes, so that bureaucracy resources can come from various sources segments of society who are eligible while for the control of performance of the bureaucracy and the regulatory mechanisms submitted to the community.

Theories about the model of the relationship between political and bureaucratic officials above will be used as a conceptual framework in analyzing model of the relationship between political and bureaucratic officials in Southeast Sulawesi.

**Political position and position bureaucracy in Southeast Sulawesi:** All members or political officials in Indoenseia

Table 2: Political position of Southeast Sulawesi

Governors	Head of the provincial government
Deputy governor	Deputy head of the provincial government
Provincial parliament	As part of regional governments that run the legislative function
Regent/deputy regent	As the head of government and deputy heads of government at the district level
Mayor/deputy mayor	As the head of government and deputy head of government in the municipality
District/state parliament	Part of local government districts/municipalities that implement legislative function

Table 3: Position bureaucracy in Southeast Sulawesi

Names of position	Technical appointment
<b>Secretary of the province</b>	
Echelon I/b	Lifted from bureaucratic officials who already have a minimum rank IV/d proposed by governor granted the decree by the minister of internal affairs
<b>Assistant and head</b>	
Echelon II/a	Proposed by Baperjakat and given the decree by the governor of the bureaucrats
<b>Head office</b>	
Echelon II/a	Proposed by Baperjakat appointed by the governor
<b>The regional secretary of state</b>	
Echelon II/a	Proposed by the regent/mayor or is appointed by the governor
Echelon II/b until echelon IV/a in the province as well as the echelon II/b until the echelon IV/b in the district/city	For the province appointed by the governor and to districts/cities are appointed by the regent/mayor

person chosen through elections held by the regional election commission, respectively and will hold a 5 years term can be stopped if the dies, resigns and can be dismissed if they violate the constitution of the republic of Indonesia and other legislation. Under the rules of state protocol in Indonesia those officials who belong to the political officer had called state officials. Political positions in Indonesia can be seen in Table 2.

On the other hand, bureaucratic positions are appointed on the post of the career bureaucracy. Unfortunately, the rules and regulations concerning personnel management is not carried out strictly in view of the overlapping of authority and a lack of traction limits of authority among the staff development at the local and central levels.

Bureaucratic positions are arranged by regulations issued by the central government but who will fill these positions fall under the authority of the executive political officials like the governor. For more details bureaucratic positions in Southeast Sulawesi can be seen in Table 3.

## MATERIALS AND METHODS

The method used in the search of data and its analysis, this study took a qualitative descriptive method with the hope to describe and outline the fact findings in

the field clearly and systematic. Through this research, it was found that the relationship of political and bureaucratic officials in Indonesia took place in ascendancy executive models. This pattern is a kind of relationship pattern that puts political officials as bureaucratic control officers in accordance with the policies of the political parties that support the political officials in question.

## RESULTS AND DISCUSSION

**Intervention of political officers against officer bureaucracy recruitment of civil servants:** Civil servants in Indonesia in outline can be categorized into three types:

- Civil Servants (PNS) which consists of the Central Civil Servants and Regional Civil Servants
- Members of the Indonesian Armed Forces that consist of the Army, Navy and Air Force
- Members of the Indonesian National Police

Because that is discussed in this study are civil servants who work in the local government sector, then the discussion will further explain about recruitment in the context of the civil service recruitment, particularly the regional civil servants. In general, the system of recruitment of civil servants in Indonesia can be divided into two parts, namely the system of recruitment of centralized civil servants and decentralized recruitment system.

The reception centrally is the recruitment of civil servants which include norms, standards and procedures as well as the making of the exam, until the determination is made by the central graduation in this case by a work team Personnel (such as BKN, MENPAN, relevant government institutions). Agencies or the regional government will only accept a prospective employee in accordance with the standards specified formations.

Recruitment of civil servants remains decentralized public policy created by BKN while local government agencies or merely carrying out recruitment including determining graduation. In terms of making the exam, local governments are allowed to cooperate with local universities.

Appointment of civil servants based on the group in the room that has been set by strata formal diploma which is owned by an applicant. The group space defined by a diploma according to Article 11 (4) PP. Number: 98 in 2000 about procurement of Civil Servants as drawn from Table 4.

Table 4: System ranks of civil servants in Indonesia

Pangkat/Position	Golongan/Ruang rank	
	1	2
Juru muda	I	A
Juru muda tingkat I	I	B
Juru	I	C
Juru tingkat I	I	D
Pengatur Muda	II	A
Pengatur muda tingkat I	II	B
Pengatur	II	C
Pengatur tingkat I	II	D
Penata Muda	III	A
Penata Muda tingkat I	III	B
Penata	III	C
Penata tingkat I	III	D
Pembina	IV	A
Pembina tingkat I	IV	B
Pembina utama Muda	IV	C
Pembina utama madya	IV	D
Pembina utama	IV	E

In general, the system of appointment or recruitment bureaucracy in Indonesia is quite simple, modest and does not rely on the competence of personnel required but more on the ladder or hierarchy of education, in accordance with the quota or formations that have been set proposed by the staff development each institution to the Staff Development Center. Once the proposal is accepted then the Staff Development Center (BKN and minister) gives the number of employees who accepted standards based on the needs of scientific and educational hierarchy.

But in recruitment (reception) of PNS in Southeast Sulawesi recognized by the minister and the officials BKN as the most problematic areas in the recruitment of civil servants Sarwo Pambagyo as Apparatus Head Office Recruitment Resources minister told Parliament SULTRA team was quoted as saying by media Sultra (16-3-2009) says "Pengadaan PNS di Sultra memang rameh dan memang Parah" "Procurement of civil servants in Southeast Sulawesi is crowded and indeed Severe". The statement did not fetch. In the reception of employees in 2008, a number of irregularities were crowded reported in Kendari Postal, express and media Kendari SULTRA in the month of January, February and March 2009, namely:

- Announcement CPNS formation is unclear
- The occurrence of graduation announcement twice by BKD
- The occurrence of the assumption that 21 employees who have passed on a previous announcement that then abruptly canceled to pass others on the grounds of excess formation
- There is an error in the data input, there was a scholar of Islam announced graduated as a teacher of Mathematics

- After the demonstration as a result of graduation Deselect then BKD promised to take them up on the selection in March 2009 and supposedly will receive rations SULTRA 3200 people employees
- The outcome of the visit of parliament to the minister's office and all central BKN does not recognize the subsequent recruitment

An interesting story put forward by one of the test participants on behalf of Norma, S.Pd. which is the holder of the test number: 7401301715 who feel aggrieved by the game selection committee told reporters as follows:

"The announcement CPNSD January 12 loaded incongruity. Because the participants who passed the name test ST.JM with No. 7401301714 in the formation of Teachers of English did not take the test on December 17 last. Participants English teacher formation tests just the two of us with a sitting area adjacent (corresponding no test). When exam, CPNSD on behalf of this ST. JM was not present. How might want to pass while I have witnessed the empty stool at the time. It is impossible to sit on another bench for bench participant numbers have been adjusted to each test (Kendari Pos, January 6, 2009)"

In addition to the story of these norms based on the findings of journalists Kendari Post reported on 6 January, 2009 there is also a remarkable peculiarity in terms of the release of the test participants CPNSD 2008 Acceptance CPNS in Southeast Sulawesi is still centered on the provincial government. The peculiarity is:

"There are other issues that are considered peculiarity is the formation of automotive scholar during the announcement of the test but at the time of the announcement CPNSD missing. No statistics majors formation in Bombana that should pass qualification S.Si or Bachelor of Science who passed it is S.Sos (undergraduate social). Including the escape of four teachers of mathematics education in Bombana that do not correspond to their scientific specialization namely Ags Kr, S.Ag, RSN, S.Ag, Hrt, S.Ag, Shi, S.Ag. all of whom are alumni of religious scholar"

Because the selection of CPNSD of Southeast Sulawesi Province is still done by hand then when reporters Kendari Pos confirmed cases to the Assistant III Regional Secretariat, the answer is as:

"How could pass people who do not take the test. If anything, it was certainly an indication of a jockey as responsible in the province, i will confirm. If it is proven there is incongruity well we declared void. We must discover who is playing behind ... related not to take the test but passed please confirm to the governments of their respective regions (Kendari Pos, January 6, 2009)"

Other problem pretty confusing test takers are that reported by Aswadi Lenit Pagala, S.Pd. with the test number: 7407301790. But during the announcement of the number of tests passed but the name was changed to the name of Muslim Ynus Muhmad, S.Pd. The following statement to the media Sultra Aswadi (8 January 2009): if it is my number should be replaced prior notification. Do after the announcement. If we test each claim must have seats for the same test number. In fact, it's not". Still on the same news, the results confirm the Media Sultra to head BKD Bombana Saka Andi Rahman, said: "the later we confirm to Unhalu because the pass was Unhalu, not me". Answer of the Rector Unhalu by preaching the same (Media Sultra, January 8, 2009) as follows:

"That became the UNHALU grip is the test number of participants and the proposed position is not the name listed in the announcement. We are only responsible for inspection and allow this CPNSD tests according formations"

Issues aside Aswadi, there are also objections from the National Sports Committee of Indonesia (KONI) on the formation of athletes winning medals, the proposed five people but were granted permanent five people it's just one of them filled by people who are not proposed as fillers sports achievers in Sulawesi Southeast following a statement Ashari, general secretary PASI to Kendari in Southeast Sulawesi Express dated January 12, 2009.

The name that's passed in the sports of Athletics (Hariawan Yuniar) is not an athlete runner, why should this name should appear as a civil servant in the formation of athletic but this name we do not ask.

Conditions of poor management of reception CPNSD 2008 in Southeast Sulawesi evenly in all regencies/cities with different variations to Konawe North for example is the loss of answer sheets participants as much as 107 sheets and the existence of anomalies in the graduation announcement CPNSD the formation of teachers of mathematics and was previously announced only four formation but who graduated five people

(Kendari Post, 6 January, 2009). Kolaka District, their formation was announced and no sanitary D3-takers but during the announcement of formation was lost in the city of Kendari registries in formation of technique teacher suddenly disappeared during the announcement (Kendari Express, January 12, 2009). In Muna also has 11 employees which disallowed graduation (Kendari Express, January 16, 2009). In addition to the problems mentioned above, there is also a graduation double than that experienced by Susianti with the test number: 741 0200794, Conscience test number: 7410200800, Herlina test number: 7410 200799, Hasraningsi test number: 741 200806, Wekoila test number: 741200812, Gusti Ayu Raisriadyana test number: 7410200813 and Masniawati test number: 7410200815 (Media Sultra, January 8, 2009).

Heard a presentation from the Office minister, legislators Southeast Sulawesi Southeast Sulawesi governor's recommended to remove the Head of BKD, Gazali Harun Hafiz asserts that Haeba (Head of BKD) in his capacity as head of BKD has made public deception. In this case the council will take a firm stance that it would only accommodate CPNSD graduates of the first announcement (Presidential, February 16, 2009).

Concerning threats to the governor asking parliament to disable the Head of BKD until the end of 2009, it was still in office are likewise Assistant III as if there is no violation. In this respect, interesting to observe, if the governor "knows" suspicion and chaotic problems surrounding the acceptance CPNSD. Supposedly, the police had to come down for an examination because only law enforcement officers who are entitled to determine a person's right or wrong in the eyes of the law.

**Intervention of political officers against bureaucracy officer in the assessment of accomplishment:** Employee performance appraisal process is also commonly called DP3 (List of Job Performance Assessment) a servant also looks a bit funny and irrational because very subjective assessment aspects, e.g., loyalty, what will be the indicators of fidelity? also no indicators of achievement, the result of each staff could write at will then ask for leader's autographs and then complete (PNS DP3 attached/attachment 2).

For advancement in Southeast Sulawesi in particular is not too difficult because the employee raised in rank I, II, III in the process of the promotion for example, an employee who was appointed in rank II, every 4 years in question can ride rank (Indonesia organize employees in the Rank he, Ib, Ic and Id) from the rank II.A II.B all and so on, if there is such an opportunity in the echelon

transition period following Law No. 22, 1999, most employees can be promoted every year, if the positions with reason pursue basic rank in the echelon. My resource persons Hamsudin Sanusi, said:

"Ratings achievements (for more details, analysis of achievement assessment of civil servants can be read in Yeremias T. Keban, "Reformation Orientation Achievement Assessment of civil servants, Why and How?", In Journal of Policy and Public Administration (JKAP) Volume 9, Number 1, May 2005, Page 17-36) with DP-3 models cannot be used as a reference to assess an employee performing well or not because at the time of filing of rank very rare for there was a civil servant who is not signed the DP-3 by his superiors. So that, the vote does not have much value as they should as a document that was supposed to be a tool to assess the performance of an employee"

In the mechanism of career civil servants indeed there are restrictions on rank position such as a person raised in rank II, after 2 years of work want to go up to rank III that could have gone through 12 years of work is just studying at the private university then wait for a certificate out and can manage to jump into rank III. Indeed, there are requirements service examination for rank I to rank III for employees who do not have undergraduate degree and rank III that will go to the rank IV for those who do not have a certificate S-2 but it is not something that is difficult and worrying because almost no one does not pass, except for a problem with leader. My other guest speaker Sainal Abidin Rafiudin, assess performance assessment through mechanisms of DP-3 as follows:

"DP-3 should be operational in nature then there is a clear indicator for example the so-called loyal to the leader the indicator what? besides which must evaluate it is the person who actually has the authority and readiness to it and not DP-3 proffered subordinate directly signed by not correcting the correct and fair assessment whether it was given. But yes, it was the assessment indicators must first be operationalized"

In the new regime, there is BKN (state employment agency) but their role is much less pronounced in the implementation of career civil servants, especially at regional level role this body is getting weaker and more or

less just a stopover for administration alone. It seems that what the researchers describe too easy but much less so in reality because as a civil servant researchers actually witnessed and are in a work environment in which research is conducted.

Therefore, now feels urgent to make changes to the management of personnel and the system of local governance. New Malaysian independence in 1957 that in 1965, they have started to reform the system of government when they inherit a good government of the occupier while Indonesia until now the only change implemented politically but political change is just a fundamental change in our system of government and it should be is how to construct a system of government that is able to put the goals and mission of the organization as a major and not piled responsibilities on a prominent so, we will only give birth to a great man not a person who can work together to assemble a success.

**Intervention of political officers against bureaucracy officers in the occupational promotion:** In Indonesia, the recruitment of the bureaucracy (PNS) in a certain position known by the term "promotion". Appointment of civil servants in normative terms of structural positions is held by the echelon (level of hierarchical positions).

In order to be promoted to the post of a structural or increase (promotion) structural position of the bureaucracy, the civil servant must have a value of work implementation assessment checklist (DP3) which is well worth the minimal. Appointment of the actual positions has been arranged in employment act No: 43 of 1999 concerning the civil service. According to the rules and regulations as described in the previous chapter, the appointment of civil servants in the structural position based on position, experience, education and the needs of the organization. But in its development, the appointment of civil servants in the structural position of dominant political interests of political officials (governor) is in power.

For example, in the event of suspension of Southeast Sulawesi Governor Ali Mazi and position held by the Deputy Governor as Acting Governor, the Deputy Governor of Drs. Yusran Silondae conducted structural changes in bureaucratic positions and keeping Echelon II and III are parked after Governor Alimazi the switch back as governor then all echelons who had been appointed by the deputy governor returned even not employed but the more spectacular mutation carried by the Governor Alimazi times when the end of his reign held mutation 200

lebih echelon II and III and IV echelon including two Head office echelon II not employed (Kendari Pos, January 10, 2008).

Mutations were made by Ali Mazi, SH. Raises a lot of pros and cons in the community including Ridwan Bae, Bupati Muna who is also active as chairman of Golkar DPD II in Muna where Ali Mazi as Chairman of Golkar Southeast Sulawesi. Ridwan troubling their three members of staff of the local government raised Muna structural positions in the province without going through staffing mechanisms should be. Additionally, steps are impressed revenge mutation was also criticized by Ridwan as a step wrong. Ridwan's following statement. For me, the inauguration of the three were invalid because until now they are still civil servants Muna regency, frankly I was disappointed over this incident because it was the provincial government allowed employment rules are ignored. Baperjakat, BKD does not seem to do their job properly in this case. Employees also sworn in other regions anyway, this is really weird as a Golkar cadre, I am concerned with Ali Mazi, he should now concentrate with the end of his term and left a good impression in Southeast Sulawesi. Not even circulating that impressed revenge like this (Kendari Post, 14 January 2008).

After Ali Mazi replaced by Governor Nur Alam, SE inaugurated on February 18, 2008, 1 week later, i.e., on February 25, 2008, immediately held a mutation and all echelons two replaced. The following Kendari Pos news dated February 26, 2008: clean sweep. That is the appropriate word to describe the cabinet reshuffle carried Southeast Sulawesi Governor Nur Alam, SE, yesterday. Not just convert part but Nur Alam perform a complete overhaul. As a result, all echelon II era Governor Ali Mazi 85 persons not employed by Governor Decree No. 89/2008.

After mutation in echelon II level led by the governor himself further average echelon III and IV are in each department and agency transferred by the head office of each Governor's Decree. The preaching of Kendari Pos dated March 4, 2009 revealed. A week after the cabinet Ali Mazi echelon II wiped, yesterday's turn echelon III and IV who felt the bitterness of not employed because many appointed officials, so that they are directly appointed by their respective department heads.

Reshuffle in the structural position held by the elected Governor Nur Alam, SE raises a lot of pros and cons in the community so the Southeast Sulawesi provincial assembly helped hold the hearing by the Regional Secretary as chairman Baperjakat, citing reports Kendari Pos dated January 23, 2009 as follows.



Allegations number of appointed officials Southeast Sulawesi Governor Nur Alam without the correct mechanism and pay attention to position apparently true. Some echelon II, there is a subordinate official under. A simple example is that the head of Kimpraswil who is only has rank IV/b while his deputy head is rank IV/c. Head of Fisheries, Pj. Head office of P and K as well as the head of health and Assistant II who held the rank of IV/b while the head of bureau is rank IV/c. That is yesterday's picture of inequality revealed in the hearings held by the Council of Southeast Sulawesi Provincial Government Baperjakat. According to my informant H.A. Zainal Abidin:

"Mutations were carried out less attention to the mechanism of staffing but rather are based on fringe benefits that some employees are sacrificed including the assistant head of the bureau has higher ranks so as not to cause problems, especially in the signing of the DP-3, the employee who has the higher ranks the reassigned to another place"

Southeast Sulawesi Governor himself on several occasions including during the official inauguration speech II first dated 25-2-2009, argued:

"Turn of the officials in the organization of its normal for sure, the position is a mandate that is carried out with devotion restricted tenure"

The statement is a little confusing when it is meant for political office is devotion restricted tenure but in bureaucratic positions as career positions no tenure or shook period unless otherwise stipulated by law. But all bureaucratic positions, especially in structural positions are positions that having the character of career and prioritizes professionalism, experience, rank and education leveling. More explicitly, misunderstanding of governor at the time expressed his view that the appointment of acting is the authority of the governor but he is not using the authority that one hundred percent but only 10%. The following statement by the governor:

"So even though, the authority was in the governor but I will not use that authority. I only use 10 and 90% I leave baperjakat. If baperjakat said its group, of its work, dedication and competence are not appropriate including credibility was not possible, so we make move aside and replace the others (Kendari Pos, December 31, 2009)"

A question that deserves raised is that 10% that meant any positions and to whom? Through this statement very clearly if the governor does not understand the mechanism of bureaucratic positions is a function of a career while the authority is not called the president's prerogative as the right to choose his ministers. Discourse proposed by the governor is a guideline used by officers at the level of the area to join in suggests misrepresents the position of head of the region as the staff development areas. The most recent case occurred in Kolaka after the post-election Bupati Kolaka period 2008-2013 after officials held a total of 235 structural mutations then that transferred employees held protests was treated unfairly. Response Assistant III Kolaka District Government, indigenous issues mutations as follows: with regard to mutations, Assistant I and III revealed that the prerogative of regents who will be appointed while their staff as merely providing input and policy makers is regent. Bupati has the prerogative to lift the same officials with the Governor and the President. This applies in all regions (Media Sultra October 7, 2009).

Understanding of bureaucratic officials who sit on the team Baperjakat already, so well that the authority of the regents raised bureaucratic officials are prerogative equal rights with the president and the governor even though the president does not have the prerogative to lift the structural official bureaucratic mechanism prescribed except by law. Only to the president's prerogative to choose his ministers.

Up to 2009, the problems of former officials who are not based in the absence of clear positions is still surfaced in newspapers (Kendari pos and Kendari Express February, 2009) but until the end of the study there is no clear policy on the fate of the official bureaucracy is unemployed. Some of them were appointed as heads of agencies previously as specialized staff into their staff. Of course, the policy violates the bureaucracy and undermines the spirit of the former bureaucratic officials who mistreated.

In general, the governor of policy is contrary to the rules and regulations of Article 4 (1). PP No: 100 years 2000 concerns Structural Position Appointment of civil servants in governing the dismissal of a bureaucratic career official. But the minister and BKN has no direct authority to intervene on the governor's policy in view of the management and supervision of civil servants region fostered by regional head in this case the governor or regent/mayor.

Table 5: Concept model of relationships setting according to Carino

Executive ascendancy	Bureaucratic sublation
Executive power dominating the bureaucracy	Executive power against bureaucracy is applicable in a professional
Bureaucracy serves as the implementing decisions that have been decided by the political officer	The bureaucracy is not only a machine executor of the policy that has been decided by the political authorities but also play a role in the formulation of the policy
Bureaucratic career is determined by the politics executive officer	Bureaucracy career is regulated by mechanisms professionally by an agency outside the political executive

Table 6: Table of bureaucracy position management

Parameters	Description
Selection process	Selection for the post of bureaucracy held behind closed doors and are considered official secret that should only be known by baperjakat members who are officials in the government bureaucracy appointed by the Governor. The results of the analysis by Baperjakat then submitted to the governor who then Make a decree and sworn in. Full authority in the hands of the governor while baperjakat not have the strength to fight the urge governor because it could be the baperjakat members also sacked
Dismissal of officials	Bureaucratic officials who occupy echelon at any time be replaced by the governor. Good move (mutation) in the same office its echelon or unemployed without any apparent reason
Achievement assessment	Performance assessment conducted by the Governor through the mechanism DP3 that objectivity is not clear. But all can satisfy the official governor will be rated good and outstanding

This situation is clearly not in line with the theories of bureaucracy as an administrative technical working group in accordance with the rank structure, seniority, experience and mastery of the technical work undertaken. By itself, a professional bureaucracy and principles will be far short of expectations.

**Model of relationship between political officers and bureaucracy officers:** In Southeast Sulawesi and generally in Indonesia, models appropriate relationship with the concept of theory put forward in the literary review earlier is Ascendency Executive model because the executive is very dominant in managing the bureaucracy. While, the power of the bureaucracy as a career officer could not be found as a result of very loose cadre forming. The period of the promotion is also not strictly within the rules. Originally, the willingness of political officials is not difficult to achieve tenure and rank position can be arranged and more forcefully that more senior officials can be removed or unemployed as expert staff or unemployed altogether.

Therefore, the researchers conclude bureaucratic model of the arrangement is ascendancy executive with a new variant that is personal executive of ascendancy. The real disadvantage in Indonesia is setting ranks, one example of many high once they are diversified and have the same rights and opportunities to pursue a career in the bureaucracy so that the power of bureaucracy will be very weak. The difference between Bureaucrats Rank IV with Rank II employees who hold positions very sketchy.

For more details, here characterizes the relationship between political and bureaucratic officials in Southeast Sulawesi can be presented in Table 5: while in practice, the relationship of political and bureaucratic officials can be seen in Table 6.

#### **Model of relations conditions in Southeast Sulawesi Descriptions:**

- Staffing is governed by regulations issued by the central government
- Monitoring the implementation of regulations by the central government is very weak
- Personnel management policies in the area handed over to officials
- Highest political officer for provincial is governor and Bupati/the mayor for the district and the city
- In taking employment policy, governors and regents/mayors assisted by Baperjakat
- Baperjakat is appointed by the governor and regent/mayor
- Governor, regent/mayor lifting employees based formations that have been determined in the central government, signing of promotion once they are approved by BKN
- In undertaking placements in office, the central government provides guidelines but is up to the governor and the mayor Bupati to use it as a whole or not
- Rank promotion, held on a regular basis, so that a lot of the same rank among public servants that encourage unhealthy competition among civil servants
- Administrative violations of regulations concerning the appointment of civil servants in positions very rare annulled by the centre if PNS win in court

**Factors that influence the emergence of intervention in the recruitment, assessment and promotion of bureaucracy in Indonesia, especially in Southeast Sulawesi:** In accordance with the discussion on the

review of the literature and theoretical grounding in the theory chapter that the appropriate models elaborated, the relationship model of political and bureaucratic officials, distinguished the two concept models offered by Carino, the executive ascendancy with operational characteristics:

- Executive power dominating the bureaucracy
- Bureaucracy serves as the implementing decisions that have been decided by the political officer
- Bureaucratic career is determined by the politics executive officer

Bureaucratic Sublation along with the following characteristics:

- Executive power against bureaucracy is applicable in a professional
- The bureaucracy is not only a machine executor of the policy that has been decided by the political authorities but also play a role in the formulation of the policy
- Bureaucracy career is regulated by mechanisms professionally by an agency outside the political executive

Meanwhile, the characteristics of the concerned relationship in Southeast Sulawesi:

- Personnel management regulations are governed by regulations issued by the central government
- Monitoring of the implementation of the regulation by the central government is very weak
- Management policy staffing handed over to the highest political officers for provincial governor and regent/mayor for the city and district
- In taking the personnel management policies governors and regents/mayors assisted by Baperjakat
- Baperjakat appointed by the governor and regent/mayor
- Governors, regents, mayors who raised employees based formations predetermined centre, signing of promotion after being approved by BKN
- In undertaking a placement in central government office provides guidelines but is up to the governor of the mayors and regents to use it as a whole or not
- Rank promotion held on a regular basis so that a lot of the same rank among public servants that encourage unhealthy competition among civil servants

- Administrative violations of the regulations concerning the appointment of civil servants in positions very rare annulled by the centre if PNS win on the court

Based on the above characteristics, it is very clear to the context of Southeast Sulawesi in particular and Indonesia in general, when we remember the new regime (1965-1998), it can be categorized in models Bureaucratic State Party because a single majority party is Golkar and the other two parties, namely Party unity Pembangunan (PPP) and the Indonesian Democratic Party (PDI) is controlled by the ruling government. As well as almost all government employees are cadres of Golkar or required to be Cadres and Golkar.

That stance is in line with several previous studies of Liddle (1992), the elections New Regime Indonesia edition, Grafiti Pers, 1992. Karl D. Jakson Bureaucratic Polity: a theoretical frame work for the analysis of power and communications in Indonesia, E, Lucian W. Pye (Berkeley University by California Press (1978), Crouch *et al.* (1980) Patrimonialism and Military Rule in Indonesia, world politics, Vol. 31, No. 4 1979. Crouch *et al.* (1980) Military and Politics in Indonesia PT. Dharma script mighty 1986 and King (2003) "Indonesian New Regime as a Bureaucratic polity, a new patrimonial regime or a bureucrctic-authoritarian regime: what difference does it makes in interpreting Indonesian politics, Ed. Anderson and Kahin as quoted by Rozi (2006) all of the above studies provide almost the same conclusion that the Indonesian bureaucracy is bureaucracy political and militaristic commando style that is strongly oriented toward the program and the winning contestant Golkar as the always wins election in the elections in Indonesia under the command of President Suharto who is a member of the military-ranking general so well the style of leadership also provide color in a patterned militaristic bureaucracy leadership. The study became a reference in research and scholarly writings further include research EEP (Saefullah and Fatah, 1995; Rozi, 2006) Thoha in his book Bureaucracy and Politics, said that the bureaucracy of the new order for 32 years have clearly favoring Golkar (2003; VIII), Utomo (2006) in his book Public Administration new Indonesia, called the bureaucracy future new order as a bureaucrat who merely follow what is commanded by the leadership "following the instruction" (2006; 167), Samudro Authority also gives harsh criticism against Indonesian bureaucratic conditions in his Administration Reform Thought Anthology State Administration/Public in 2005,

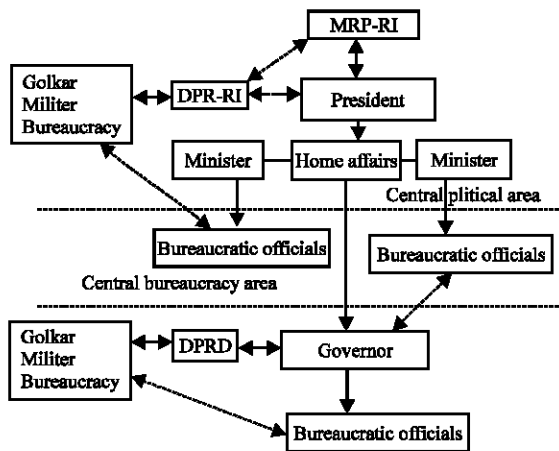


Fig. 1: Model of new executive setting in the Era of New Regime Ascendancy

Crouch (1980) as well as King (2003) which concluded the Indonesian bureaucracy as bureaucracy-oriented programs and award of Golkar as electoral contestants always win in the elections in appears logical under the command of president Suharto who is a member of the military-ranking general so well the style of leadership that also provides color in a pattern of militaristic bureaucracy.

The study became a reference in research and scholarly writings further include research EEP (Saifulla and Fatah, 1995; Rozi, 2006; Thoha, 2007; Utomo, 2006) as well as research findings Dwiyanto (2002) which reiterated still entrenched paternalistic culture in the service of the bureaucracy in Indonesia and thus shows that the bureaucratic model we still in line with the pattern of the new order. That model of bureaucratic state (state bureaucracy/party state bureaucracy/military dominated bureaucracy) conditions and conclusions of a study of the relevant findings in the period of the reign of the new government with the order of the Golkar Party as the majority party and controls the other parties (1965-1998). Figure 1 is a translation of the executive regulatory model in the era of new regime ascendancy.

Figure 1 shows the strong role of the president of the new regime era, the power of political officials so strong that the lowest bureaucracy. The governor and regent mayor also everything is determined by the Golkar and political officers through the proposed center party in the three components of the Armed Forces, Golkar and Bureaucracy. But after the new order in 1999 the arrangement of the bureaucracy and politics in Indonesia is not in line with the model. Although, still in the pattern of relationships between officials ascendancy executive

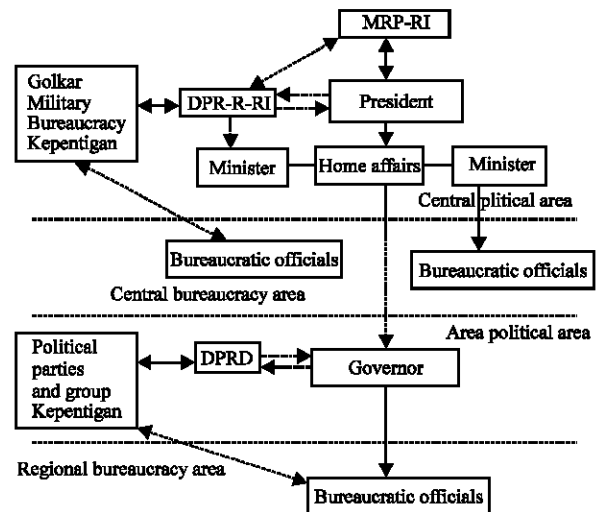


Fig. 2: Model of executive setting in the Era of Post-New Regime Ascendancy

of political and bureaucratic officials but the model or variant Bureaucracy State Party is no longer appropriate in saying as the bureaucratic model post-new regime Indonesia in 1999 because:

- The ruling party is not dominant
- Management of decentralized staffing stricken area
- The heads of provincial and district/city has a majority party is not the same as the center of the ruling government party
- Control of Bureaucracy is not done at the discretion of the party into a political party officials either the center or area
- Bureaucracy career policy is in the hands highest political officials and not divided by the deputy governor, deputy regent and deputy mayor
- Enforcement of the rule of the central government is very weak

When visualized the relationship model of political and bureaucratic officials in Indonesia after the reform in 1999 is as follows (Fig. 2): this relationship model when included in the model ascendancy executive, pure also less appropriate given the ascendancy executive, the political executive is a unity of some people or not there was interference from the ruling party in parliamentary management policy bureaucracy. In line with the characteristics adopted by the unitary state of Indonesia, led to the parliament area (DPRD) is part of the executive of the area although elected through general elections but its legislative rights derived from statute. So that, the power of parliament cannot be offset the power of

governors, regents and mayors in policy making, especially in bureaucratic management. Therefore, it is more suitable when the management model of government bureaucracy Indonesia today, especially the regional government in Southeast Sulawesi, called the model extreme the executive ascendancy or personal the executive ascendancy because management policy bureaucracy lies in one executive politics are governors, regents and mayors who heads a government the highest area provincial, district and municipality.

### CONCLUSION

From some of the cases described in the results section can be concluded that the management office of the bureaucracy in Southeast Sulawesi very powers intervened by political officials. The following is a description of management bureaucratic positions in the Southeast.

It can be concluded that the model of the relationship of political and bureaucratic officials in the Southeast Sulawesi no longer following the previous bureaucratic is Marley Fainsoed's relationship model, the relationship model of Dun Leavy and Olea'vy, according to Carino's relationship model. Relationship model of political and bureaucratic officials in the Southeast Sulawesi later by the researchers referred to as the executive ascendancy extreme models or the executive personal ascendancy.

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