

Relation of Political Official with Officers on Political Career's of Mutations in Majene Government Bureaucracy

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Abstract

The existence of political appointees with career officials in the implementation of mutation often in the limelight because of the range with a less proportional relationship between them . To examine these relationships, the authors used phenomenology approach to describe experienced by the informant both before and after the mutation. There are three mutations implementation process into the realm of the relationship between political appointees with career officials are personal bureaucratic sublation on the mutation nomination process , personal executive ascendancy in advisory on the mutation , and symbiosis mutualisma in the process of determining the mutation .

Keywords : bureaucracy ; mutation; official career; political officials; symbiosis mutualisma

1. INTRODUCTION

Official of political and career officials position in the government bureaucracy has long been debated . Wilson in 1887 stated that when politics end , administration begins. But the formula is revised by Svara (2001) that "the dichotomy proposed by Wilson is a rigid dichotomy and very difficult to prove empirically. Therefore we need an alternative model of fleksible dichotomy and complementarity between politics and administration that came to be called complementarity of Politics-Administration" . This is in line with Denhardt and Denhardt (2007:6) stated that " The idea of separating politics and administration received much early commentary and come to your practice in a number of important ways . For example , the dichotomy is Clearly the basis for the council - manager from the local government , the council roomates involves being given the responsibility of establishing policy and the city manager being charged with implementing it . Of course , in the council - manager example , as in other areas , strict separation of politics and administration proved difficult " . Thus political official relationship with career officials should be organized in order to create relationships that can minimize the politicization especially of mutations in particular the implementation of career officials well before the local elections and after the elections in the government bureaucracy .

Carino (1992) identifies two relations between political officials with career officials that "executive ascendancy as a machine that puts mere political bureaucracy, and bureucratic sublation that put political officials and career officials in proportion " . If both of these relationship patterns seen in the institutional perspective both in the civil actualized in several regions in Indonesia . Ascendancy executive relations in the pattern can be seen in the results of Azhari (2011:205) states " in Southeast Sulawesi that the appointment of civil servants in the structural position of the dominant political interests of the ruling political officials " . While relations with sublation bureucratic pattern can be seen in the results of the study Budiarmo et al (2011:11) in Sleman Yogyakarta " that intervention efforts excessive political officials muted because the bureaucrats to follow the officer 's career in terms of lifting , where the local secretary who suggested names (regent secretary as the chief of Baperjakat) and the promotion is sealed in Baperjakat . Although it is recognized that any limit, no official political influence but because each case (political appointees and career) so that the conditions so much better " .

Apart from the two forms of official relations with the political career officials as described above , there is a tendency to shift the pattern of relationship emphasizes personal or group interests rather than formal institutional interest in the implementation of career officials mutations in Majene . This phenomenon appears ahead of regional elections or post-election. Political officials do mutations according to their taste and less heed to political considerations but rather the interests of the career development of personal , group , and other political interests . This statement is relevant to Prasojo opinion (2007:421) that "bureaucracy in Indonesia is still not totally separate to politics . Certain desire on the part of political parties to make such a bureaucratic political machine " .

2.LITERATURE REVIEW

Carino (1992:4) defines the liberal theory that "the relationship between political appointees with career officials are constant for control and domination that contains two forms namely relations executive and bureaucratic sublation ascendancy .

2.1. Executive Ascendancy

Political officials based on the supremacy of the mandate obtained through elections, violence or de facto acceptance by the people . In the liberal system , the control goes from the highest authority of the people through their representatives (political officer) to the bureaucracy . Executive Ascendancy emphasis on the bureaucratic machinery of government only serves as executor of the top political official career officials . If this phenomenon in the civil actualize the values of professionalism and application of the right man in the right place allows no real unrevealed . Martini (2010:72) states " that the strategic positions (secretary , bureau chief , head of department , head office , and the head of the institution) into the arena of political lobbying between the winning party with other parties " .

If viewed from the application of executive ascendancy mutations in the implementation of career officials in several agencies of government bureaucracy is very visible to the dominance of the top political official career so that the position of the bureaucracy as a political machine is far more dominant , it can be known through research Budiarjo et al, (2011:10) states that " in Batu that the official position is higher than the official political career. Mayor of a superior relationship patterns clearly visible when he decided to raise the faction rank and promotion of personnel. " It is relevant to research Azhari (2011:205) states " in Southeast Sulawesi that the appointment of civil servants in the structural position of the dominant political interests of political officials who were in power " . According Widiyahseno (2007:145) that the political domination of the bureaucratic officials due to the dichotomy between politics and administration, which is a doctrine whose influence starts since the invention of the state administration as a science . The notion of the supremacy of the political leadership of the different functions of official politics and administration, and the assumptions about the superiority of politics over administrative functions.

2.2 . Bureaucratic Sublation

Bureaucratic sublation see officials trained in a professional career that has its own power as a permanent officials in the government bureaucracy . Therefore, the position should not simply as political subordination and executive engine of the ruling political officials, but comparable or co - equality with the executive . Position between political appointees with career officials in the implementation of the expected mutation awakened as mutually interacting partners and their respective roles proportionally put in running the government . Even the separation of career positions with political office should be as stated by Demir and Nyhan (2008) Statistical tests showed that the lack of relationship between the theory and practice of politics administration dichotomy with the coefficient of 0.002 whereas qualitatively showed that career officials want to be able to work freely from political influence . Career officials argue that public administrators are free from political influence will be more able to expand his responsibilities in the implementation of the policy .

This model wants a professional relationship between politics and bureaucratic officials to allow the creation of a minimalization of the politicization of the mutation at position career . If the model is illustrated by the relationship between the regency / city with the position of regent or mayor Parliament indirect form relationships with officials of the bureaucracy but through political officials . Triyumarni (2007:440) states that the executive has unique characteristics when compared to politicians in general . The uniqueness lies in the executive status as the supreme commander of the bureaucracy . Executive is a person who represents the two worlds: the political and bureaucratic world . As an administrator is required to understand the principles of administration in managing the administration . As a politician should be able to manage the political process that emerged as a result of differences in values and political inequality of resource allocation .

Understanding the uniqueness policate in government bureaucracy can be interpreted that prototype who wants to be the head of regional or political officials in the government bureaucracy is not solely based on its political aspect but in him/herself should flow the values of professionalism needed in government . To realize the implementation of sublation bureaucratic career officer in the execution of the mutation, Effendi (2009:107) states that in order to grow and the professionalism of the state apparatus free from political interference , there should be a strict separation between political positions and professional positions in the state apparatus . For that which is designated as the competent authority to appoint local officials in leadership positions in the state apparatus is the highest career official Regional Secretary .

What is described above indicate that the presence of career officials actually positioned on the strength of a well-balanced with political officials so that between them will be able to build a harmonious dynamics in the day to day execution of their duties . This phenomenon will be created as described by Widiyahseno (2007:146) that the political officers professional trained has its own power as a permanent official . Such officials usually have a long career records when compared with the leaders of political officials

who are not specialists . By considering this kind of bureaucracy that has a balanced force with political officials .

3. METHODOLOGY

The research was conducted in the government bureaucracy in Majene with the consideration that the area is loaded with the politicization of the bureaucracy in the implementation of mutation post-provincial election. This study used a qualitative approach with an emphasis on phenomenology . The researchers conducted primary data collection in the form of in-depth interviews at three political officials that the two legislators who are in charge of staffing and bupati (head of region) as a builder in the area . Researchers also conducted in-depth interviews with career officials who are directly involved in the implementation of the mutation regional secretary, head of the Regional Employment and Training Agency (BKDD) , assistant to the areas of governance , as well as the regional secretary and former career officials who have promotion and rotation after the election . In addition, the researchers conducted a secondary data analysis in the form of documents such as mutation Decree (SK) and List Sort Ranks (DUK) as a normative basis in the implementation of the mutation . Both of these data sources and then tested credibility interactively analyzed using Miles and Huberman model .

4. RESULTS AND DISCUSSION

This study refers to the liberal theory formulated by Carino with emphasis on the relation between the two career officers with political officials . Based on empirical reality , the study found three distinct patterns of relations . Previous theories describing the career official relations with formal institutional political officials , but by empirical research found three patterns of relations that it is loaded with a personal interest in the implementation of formal mechanisms of color mutations.

4.1 . Personal Bureaucratic Sublation

Relations between political officials with career officials in the form of personal bureaucratic sublation can occur if the balance created between the two roles in the implementation of the mutation by promoting personal interests rather than the interests of institutional formal. There is a tendency career official relations with political authorities (head of region and member of parliament) is more personal than the formal institutional relationships in the nomination process of mutation. Apparent relationship between the two is relatively balanced because before the Regent and Vice Regent determine Civil Servants who have been proposed by the secretary, a career first official invite to listen to suggestions and consideration based on the previous proposal . There are even non formal division of powers between head of region as the political authorities and the district secretary as a career officer for mutations that echelon II became regent's authority to mutations, echelon echelon III and IV became the authority of secretary and vice- regent , but these powers laden with personal interests for family and close friends , respectively . Also, the relation between the two is not a collective relationship because mutations in the nomination decision conveyed through the secretary to the regent was not a joint decision that career officials in the agency baperjakat . But only decided by a handful of career officials . Empirical evidence can be seen in the following table :

Table 01. Proposing Movements Officer Career and Personal Interests and Political Officials in Majene

No	Name Position	Officer Decision		Relation	Description
		Proposed Officer Career	Decision Regents		
1	Camat Ulumanda	Rahman	Rahman	Successful campaign team	Not shifted
2	Senior Advisor Agriculture Staff	Idam	Idam	Sekda's Brother	Not shifted
3	Secretary of Dispora	Rusdi	Rusdi	Successful campaign team	Not shifted
4	Secretary of Education	Tamrin	Ahmad	Successful campaign team	Shifted
5	Head of Library Regent	Arief	Arief	Brother in Law of Bupati	Not shifted
6	Head of Planning and Reporting Diskoprindag	Salmiah	Salmiah	DPRD member's wife	Not shifted
7	Head of Education	Ramli	Ramli	Successful campaign team	Not shifted
8	New Headman	Sarmila	Sarmila	Regent Secretary's wife	Not shifted

Sources : Regional Employment and Training Agency , 2013. Camouflaged name

The above facts indicate that the nomination of career officials mutations in Majene laden with political nuances

of personal or family . They were mutated not by collective decisions through meetings of Baperjakat, but through secretary and chief BKDD without involving other members in determining mutation. Therefore the relationship between career officials with political officials in proposing that the mutation is in the realm of personal nature ie bureucractic sublation proportional relationship between the two, but more dominant private interests . Implications arising are less career placement officials to consider aspects of professionalism .

4.2 . Executive Personal Ascendancy

Official relations with the political authorities in the context of personal career as an actualization of the Ascendancy executive dominance over the political officer career officer with the interests of the personal or group can be seen in the baperjakat consideration before determining mutation . Mutations were made by career officials regent Majene post-election five times in the period 2011-2013 is administratively has got consideration of Baperjakat , it's just a function that is run purely formalistic . In the context of a relationship with the district officials who are in a career where baperjakat regent regent and wife have a strong dominance compared with Baperjakat members .

Relations of head of region with career officials in the context of consideration of a career officer in the Baperjakat mutation appears to be the medium of formal legality of the ruling political officials or with other terms Baperjakat as a tool of political officials to issue regardless of the consideration of competence mutations . To prove that baperjakat less normal functioning can be identified by the placement of career officials who did not conform to the political tastes of competence but by policy makers mutation . To know the reality of personal executive baperjakat Ascendancy in the context of consideration can be seen in the table 02.

Table 02 . Consideration of Baperjakat and Personal Relation Officer and Political Career Mutations in Majene

Regional Working Units	Old Position	New Position	Considerations of Baperjakat	Relation
Department of Transportation, Information and Communication	Head of Section URT and Travel Section Head of the Parliament Secretariat	General of Land Transportation Office of Transportation , Information and Communication	800/BKDD/1014/XII/2011	Family Members of Parliament
Baurung Urban Village	Legal Staff of Regional Secretariat	Department Head of Government, and Piece Order Baurung Village	800/BKDD/902.a/VII/2012	Vice Regent's Family
Education Department	Head of Middle Education	Secretary of Education Department	800/BKDD/902.a/VII/2012	Successful campaign team
Social Service Manpower	Data Head of Research and Statistics Bappeda	Secretary of Social Affairs and Manpower and Transmigration	800/BKDD/902.a/VII/2012	Region Secretary's Brother
Head of the Department of Public Works	Supervisory Inspectorate Goods Receipt	Head of Irrigation area Public Works Department	800/BKDD/33/I/2013	Regent's Nephew

Sources : BKDD Kab . Majene , 2013

The table above shows that the mutation is done by showing an interest Regent career officials and political officials in private or group in order to fight for positions in the civil service in Majene. Baperjakat position through the normal functioning or less likely as a formal legal considerations lead very easily manipulated for the benefit of policy makers mutation . Baperjakat position under the subordination of political officials and other political actors because dominanannya personal interest proves that the post-election political official relationship with career officials are in the personal context of the implementation of the executive Ascendancy muatsi in Majene that by Carino in liberal theory termed executive Ascendancy which means that there is strong dominance by political officials to build relationships with career officials .

4.3 .Symbiosis Mutualisma

Relations between political officials with career officials in the form of symbiosis mutualisma be known in the process of determining mutation whose authority was the regent . Through the authority of the regents in the implementation of the mutation in the range Majene highly politicized , it is not surprising that most of career officials having a promotion based on alignments to the current incumbent election. One of the officials at the Regional Employment and Training Agency Majene who participated in the preparation of mutations recognizes that the role of regent in the first to fourth mutation is dominant post-election. A post-election tensions future career officials and uncertainties especially those who are not supportive of the current election shows

Mutation carried by the post-election government Majene since the first mutation October 5, 2011 until August 13, 2012 The fourth mutation showed mutations in an emotional decision to give compensation to the office of career officials who are considered meritorious in the elections . Secretary position as an adviser in the professional development and career civil servants (Article 122 Paragraph (4) of Law No. 32 of 2004 on Regional Government) is not actualized in practice. There is even a tendency secretary is in a pretty weak position if berhubungan with regents and other political actors . The existence of a strong dominance of the regents of the career officials in establishing a relationship between them is not solely based on the error regent but also because its normative foundation error that puts the regents have authority mutation (Article 130 of Law No. 32 of 2004 on Regional Government) so it is easy carry a mutation in particular are considered less favors him when the elections . To prove the presence of mutations in the implementation mutualisma sismbiosis in Majene can be seen in the following table 03.

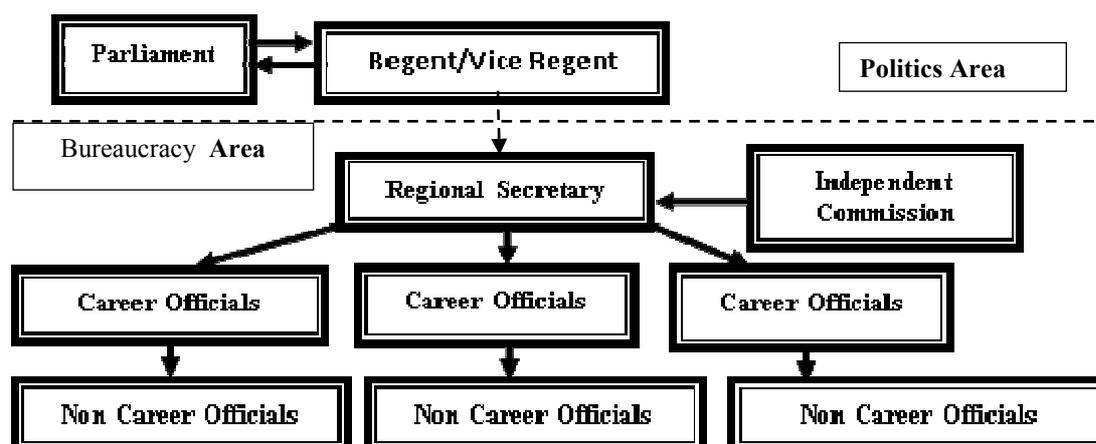
Table 03 Promotion Position Based on Symbiosis Mutualisma Among the Political Officer and Career Officer in Majene

No	Division of Department	Jabatan Karier	
		Previous Position	New Position
1	2	3	4
1	Department of Education	Secretary of Education	Head of Education
2	Department of Forestry and Plantation	Camat Pamboang	Head of Forestry and Plantation
3	Department of Youth Culture Sports and Tourism	Head of the Middle Division of Education Department	Secretary of Education, Youth Culture Sports and Tourism Department
4	Department of Education	UPTD head Banggae of Education Department	Elementary Education Division Head
5	Social Service Manpower	Lurah Baurung	Head of Social Division
6	Department of Education	Chief District UPTD Tubo Sendana	Head of Secondary Education
7	Education Department	Head of Education Division of Secondary Education Sendana Kab . Majene	Secretary of Education Deptment
8	Regional Planning Agency	Head of the Agency Information, and Telecommunication	Chief of Regional Planning
9	Office of Libraries , Archives and Documentation Office	Chief Financial Officer	Head of Libraries , Archives and Documentation

Sources : Regional Employment and Training Agency , 2013

Career officials contained in the above table involved during the elections and participate and support the victory regent position was chosen so as to compensation . This means that political officials need time career officials of the election process and career officials need political officials when determining mutations that create mutually beneficial relationships between them which later formed a symbiotic pattern mutualisma the need for mutual gain between the m. Political officials (regent and vice- regent) needs support especially during election official career as a career officer has proximity to the voters both emotionally and institutionally . Most echelon II and III became a political machine to win the election when incumbent officials. Conversely career requires political officials especially during mutation where career officials trying to build a network through political officials so that they can be promoted to positions they want. Their involvement in the institutional framework but instead involve themselves personally in the hope of obtaining compensation after the elections office .

After reviewing the various stages of implementation in the civil mutations in Majene and browsing literature review that in theory there are two patterns of relations between political appointees with career officials as defined by Carino (1992:4) that " of relations executive Ascendancy and relationships bureaucratic nature sublation " . If the theory with empirical reality relevanced mutations in the implementation of the government bureaucracy in Majene the results of this study found a new variant to see the relation between political officials with officials the personal careers and personal Ascendancy executive and bureaucratic sublation mutualisma symbiosis. These three aspects are based on the dominance of personal considerations in the implementation of the mutation . Therefore, it needs a fundamental change in the relationship between political officials set the career officials by placing them in proportion so that the potential birth of politicization can be eliminated as shown below :



Picture 01 . Alternative Pattern Relation Officer with Political Officer Mutations in Majene

The picture above shows that the position of political officials (regent , vice regent , members of the Legislative Council) with the secretary in the context of mutation and the development of career civil servants and not just as coordination relationships through command line as long as this happens in the government bureaucracy in Majene . Regional Secretary very strategic position as a determinant of career officials with mutations policy considerations that mutation events are part of the realm of career development which in certain circumstances can be coordinated to political officials but could not terkoptasi by political interests . Political officials have the authority of public policy outside the mutation policy but may provide an assessment of the performance of career officials who then delivered to the agency ent to be clarified and acted upon . Independent commission is sort of commissioners and elected leaders from academia and the professional as well as managing the secretariat is the central civil servants employed in the area . There are several aspects that can be considered to be inherent authority or commission personnel in the region , among others : a) to pre openly without notice natives of career officials to fill career positions available based on staffing data base been there , b) give consideration to local governments in determining the needs of employees ; c) monitor and evaluate the performance of each officer 's career Unit (SKPD) ; d) propose candidates career officials elected to the Regional Secretary for formations that have been defined based on existing previously .

5. CONCLUSION

Understand the description above, the writer can conclude that the relation of political officials with career officials in Majene mutations in the process of proposing more emphasis on relationships that are personal bureaucratic sublation . In contrast to the process of consideration mutations more emphasis on relationships that are personal consequences of executive Ascendancy sebaga insufficiency baperjakat institutions so that the mutation considerations heavily laden with political officials domination . While the process of determining the mutation is more emphasis on the relationships that are symbiotic mutualisma. Political officials (regent and vice-regent) needs support especially during election official career as a career officer has proximity to the voters both emotionally and institutionally. Most echelon II and III became a political machine to win the election when incumbent officials. Conversely career requires political officials especially during mutation where career officials trying to build a network through political officials so that they can be promoted to positions they want . Their involvement in the institutional framework but instead involve themselves personally in the hope of obtaining compensation after the elections office .

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