



The Bureaucratic Political Relation Model in Perception of Officers Public: A Study on Bima City Government



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administration;
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policymakers;
political relation;
public officials;

Abstract

The relationship between politics and bureaucracy is significant to observe because this concerns the interests of policymakers and stakeholders related to the politics of local government policies. In this regard, this study aims to describe the Political Relations Model Bureaucracy in the Perception of Public Officials (A Study at the Bima City Government). The approach in this research is descriptive qualitative. The results showed that the Relationship Model Bureaucratic Politics in the Perception of Public Officials (A Study at the Bima City Government) have interrelated and mutually supportive relationships both in formulating, implement and evaluate policies both political and administration towards the implementation of the public bureaucracy in the Bima City Government. Perception public officials concerning political intervention in carrying out activities bureaucracy are reflected in the process of development, administration, and technique as well as transfer and high employee rotation, institutional restructuring of the Bima City government bureaucracy as well The formulation of the Kota Bima Regional Financial Budgeting always occurs for political intervention interests of both public officials and career officials in running the wheel the government in the city of Bima.

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Contents

Abstract.....	142
1 Introduction	143
2 Materials and Methods.....	144
3 Results and Discussions.....	144
4 Conclusion	148

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Acknowledgments.....	148
References	149
Biography of Authors.....	150

1 Introduction

The power within local government bureaucracy is reflected in the scope of the duties assigned by bureaucratic officials, be it, public officials as well as administrative officials. Public officials have sufficient powers of authority wide and complex, which concerns the whole local government bureaucratic structure hierarchy of authority-owned and in charge of the entire Work Unit Local government (SKPD) (Althoff & Rush, 2015; Aslan, 2019; Batubara, 2008). In exercise, power cannot be separated from build relationships with political relations so power can run smoothly. Political relations are reflected in how much they intervened in terms of political policymaking process especially concerning implementation development programs/projects, transfers and rotation of structural officers, appointments State Civil Apparatus, and other matters concerns political involvement in the process policymaking carried out by Public Officials.

Internal positions government bureaucracy both at the central and regions consist of political positions (non-career) and bureaucratic positions (career). Political Position in public administration is public officials the result of an election or post-conflict local election (Murrin et al., 1987; Tantik & Anderl, 2017). While career positions are the normative bureaucrats implement policymakers by public officials who come from politicians (political office). A career position is a position held by a civil servant, usually in the local government bureaucracy, the highest career position held by Regional Secretary (Beetsma & Bovenberg, 1998; Brainard & Martimort, 1997).

While political positions, is a position generated by the political process, for example, Mayor/Regent, Deputy Mayor/Deputy Regent, Governor, Deputy Governor, President/Vice President, along with the ministers. The implication is, politicians who gain power in politics through the general elections occupy a political position as a leader government, while positions under him, such as the post of Secretary-General, Director-General, Inspectorate General, Secretary Provincial/City/Regency Region, Head Bureau, Division Head, and Section Head subsequently served by employees professional (career bureaucrat).

The following presented the difference between the two, seen in the following Table 1: (Yudiatmaja, 2015).

Table 1
Differential variable

Differential Variable	Political Position	Bureaucratic Position
Method of election	Through elections	Based on Special Circumstances
Positional Period	Based on 5 ys period	Long Lifetime
Nature of positions responsibility	at any time can be dismissed Responsible for constituents who elect him	Cannot be stopped unless the person asks to stop Responsible for the country

In this regard, the City Government of Bima is one of the West Nusa Tenggara Province's autonomous regions at the eastern tip of Sumbawa Island in line with the latest Regional Apparatus Organization (OPD) in charge of 31 pieces and 5 Districts and 41 villages. In 2018, the population reached 166,407 people consisting of 81,725 male residents and 84,682 female residents with an area of 222.25 km² and a population distribution of 635 souls/km². With the autonomous regions, the Bima City government in running the wheels of government is undoubtedly inseparable from political support either through Bima City Regional People's Representative Council (DPRD), political stakeholders (Supporting Political Party Leaders, political consultants, NGOs, Success Teams and sympathizers), Academics (Higher Education), Community Social Organizations, Youth Organizations, community and community leaders that is closer to power. Public officials make decisions in this case, the Regent of Bima in supporting the implementation of the bureaucratic wheels of the Bima City Government, both concerning the interests of the Bima City Regional Apparatus Organization

institution and especially the community as the object of the regional government in exercising their power are inseparable from the interests -Political interests let alone a very strategic decision.

2 Materials and Methods

This research was carried out using qualitative methods (Beest et al., 2009; Berg, 2001; Creswell & Creswell, 2017; Matthew & Huberman, 1994). The researcher described and found a phenomenon that has a unique character in the model of bureaucratic political relations in the perceptions of public officials (A Study on the Government of the City of Bima). This research was theoretical and was carried out in two stages to implement research in the field. The researcher carried out field research activities through the phenomenography approach in the qualitative realm. Here, the researcher goes directly to the target, namely the Bima City Government, with informants selected purposively with a total of 41 informants. At this initial stage, field data was needed to determine the bureaucracy's political relations. The chosen data collection techniques were through in-depth interviews, focus group discussions (FGD), and documentary studies. The second stage, based on the field research results, will create a model of bureaucratic political relations.

3 Results and Discussions

Bima City Government based governance Device organizational structure. There are 43 areas and 18 districts and 191 villages. For more details seen the following Table 2:

Table 2
Bima City Government based governance Device organizational structure

Organizational Name	Amount of Asistent
The regional Secretariat	44
Secretariat of the Regional People's Representative Council,	14
Education & Culture	39
Inspectorate	9
Health Department	39
Social Department	35
Man Power Department	25
Communication and Information Dept.	19
Transportation dept	19
Department of Population and Civil Registration	25
Tourism Department	17
Public Works & Spatial Planning Office	21
Housing and Settlement Areas Service,	20
Office of Cooperatives, Industry, and Trade	21
Regional Statistics Office	17
Agriculture Office	29
Department of Marine Affairs and Fisheries	23
Environmental Office	16
Office of Women's Empowerment and Child Protection	16
Department of Population Control and Family Planning	27
Food Security Service	14
PM Service and One-Stop Integrated Service	13
Department of Library and Archives	
PP Police Unit	13
National Unity and Political Body	
BPBD	16

Regional Development and R&D	21
BKD & HR Development	17
BPPKAD	23
Sub-district Head, Secretariat, and Section Head	20
Head of Village Secretary and Kasi	123
Total	735

Sources: Local regulation No: 5 the year 2016

Based on these data that career positions filled by the Civil Apparatus State (ASN) Bima City Government as many as 783 pieces up to the level District government and respectively Technical Implementing Units both in each district even up to the level sub-district. Meanwhile, the number of Apparatus Civil Servant (ASN) who worked for various local government work units (SKPD) as many as 4,058 people consisting of of the female sex as much 2,139 people and 1,919 men person. The State Civil Apparatus work following the regulated foundation in the prevailing laws and regulations. At the level of Local Government Decree which has been taken under the Regulations Region or Regional Head Decree as a follow-up to the Regulations Higher legislation.

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Table 3
Party Politics that fill the rows of DPRD members Bima City

Political Party affair	Amount
Party of Golkar	3
Party of National Mandat	3
Party of Democrats	3
Party of star Moon	3
Party PPP	2
Party National Demokrat	2
Party Gerindra	2
Party if Nation Awakening	2
Party of justice prosperous	2
Party Hanura	2
Party Perindo	1
Total	25

These data show that with the increase in the Party Politics that fill the rows of DPRD members Bima City means that it will increasingly contribute to change dynamics in coloring implementation of Bima City government bureaucracy. The decision which is taken is based on synergy political interests between City Governments Bima with members of the Bima City DPRD in giving birth to strategic decisions.

Recruitment bureaucratic officials

About bureaucratic politics, the City of Bima has the characteristics and characteristics of having a close relationship like two currencies that can never be separated from one another. In the view of bureaucracy and

politics, they are two institutions that have very different characters but must complement each other (Rauch & Evans, 2000; Uhl-Bien & Marion, 2009). Two different characters between these two institutions, on the one hand, provide a positive space for what is called synergy, but often cannot be separated from the smell of infidelity. Following the mandate in the 1945 Constitution, which is amended, namely article 18 (4) which states that:

Governors, Regents, Mayors, respectively as heads of Provincial, Regency, and City governments, are elected democratically, namely direct elections for regional government heads. It follows the breath of democracy, which is a political system that determines the power of by and for the people, as stated by Montesquieu, the originator of the Trias Politika teachings. Since the regional elections began in mid-2018 in Bima City, many government officials or bureaucrats have taken part. They leave their positions to reach higher positions. Bureaucrats, who are State Civil Servants (ASN), are not prohibited from running regional elections. The implementation of a direct Regional Head Election system promises several hopes, among others, that it is believed that it will be able to realize a more democratic local government order.

However, it must also be realized that these expectations will only be able to achieve, or at least approach reality, if they depart from the assumptions of substantive democracy, which is a democratic order that has been marked by the existence of democratic behavior both at the level of the governing elite. In the community, it can be ascertained that most people understand the importance of Pilkada, and even if they are given the right to political freedom (political liberties), they already can make choices and make decisions on these choices rationally.

The informants started the same that the Regional Head Election has implications for the political involvement of career officials (Head of Regional Work Units/SKPD) and the elements of leadership under them in the success of a candidate for Regional Head who is considered to have a chance to win So that this will have an impact on the personal interests of these officials towards the position to be carried or led in the future. Based on this opinion, it is true that the political relations that were built from the beginning when the Regional Head was nominated until the process so that the Regional Head Candidate became the winner in the Regional Head General Election as happened in Bima City.

At that time, symptoms began to appear regarding the recruitment of career officials to occupy positions in the scope of the City Government of Bima, although according to the Regulation of the Head of the State Civil Service Agency Number: 23 of 2011 concerning the appointment of structural positions based on the competency test, which emphasized that objectivity, quality, and transparency in the appointment of a Civil Servant position to match his competence, it is necessary to conduct a Competency Assessment of Civil Servants.

But in the fact that the State Civil Apparatus Recruitment to be appointed as Structural Officials and fill structural vacancies at Echelon II, Echelon III and Echelon IV sometimes does not go through Competency Tests or employee career assessments but based on the most dominant political approach through suggestions from stakeholders. politics is the main consideration, because in this case the public officials, the mayor and deputy mayor of Bima, are elected by the people through the regeneration of proposals from the supporting political parties during the regional head elections.

Mutation or rotation

After being inaugurated as Mayor of Bima, H. Muhammad Lutfi, SE, Mayor of Bima established and took the oath of the Primary High Leadership Officials and Administrative Scope of the Bima City Government in the Bima Mayor's Office Hall; its inauguration is the first time during the Mayor and Deputy Mayor of Bima's administration for 2018-2023. The officials who are inaugurated are 6 Primary High Officials (Echelon II) and 2 Administrator Officers (Echelon III). The inauguration was carried out based on the Decree of the Mayor of Bima Number 821.2/1972/BKPSDM/XII/2018 concerning the Appointment of Civil Servants from and in Primary High Leadership Positions and Administrator Positions in the Bima City Government Environment. In the second transfer of Bima City Government Officials on Thursday, August 19, 2019, the Mayor of Bima inaugurated 76 officials, Echelon II, Echelon III, and Echelon IV, and Administrators Supervisors.

In this second mutation, the Mayor of Bima emphasized that all officials inaugurated were purely organizational needs because based on the results of the joint analysis of the Deputy Mayor of Bima and his staff. This placement is to optimize the work of the institution. Based on the results of interviews, researchers

with informants gave an opinion that the mutation of officials in the Bima City Government was laden with political interests, so that competent employees were dislodged and replaced with new officials who incidentally were part of the Success Team in the 2018 Pemilukada process, meaning mutations in remuneration political.

Furthermore, another informant thought that we ASN who were victims of political interests would complain to the State Civil Apparatus Commission (KASN) and would not accept Mayor Bima's decision regarding our dismissal as officers and staff. The Rotation and Mutation Policy has become a scourge for the State Civil Apparatus (even the controversial) transfer of the Bima City Government's scope recently, became a scene because of complaints to KASN. So that Mayor Bima Muhammad Lutfi had to come to the State Civil Apparatus Commission to ask for clarification regarding complaints related to the Mutations and Rotations of Officials in the scope of the Bima City Government, on that occasion, the Mayor of Bima admitted that he had demoted and crowned ASN Officials of the Bima City Government without being guided by PP 53 Years 2010 concerning Employee Discipline.

Besides, in the news on September 2, 2019, it indicated that the mutation and rotation of Echelon II, III and IV officials to occupy certain positions in the scope of the Bima City Government, indicated that there was a transactional practice, meaning that several officials had to pay a certain amount. Or an amount of money to occupy a certain position. However, it was denied by the Mayor of Bima himself that there was no dowry or fee in the change or process of transfer and rotation of officials within the Bima City Government. The Mayor of Bima further said that the rotation and transfer were purely due to the organization's needs by considering eligibility and based on the evaluation of the Position and Rank Advisory Board Team. Thus, in the mutation and rotation of officials in the scope of local government, including the Bima City Government, based on civil servants' performance appraisal, it aims to ensure the objectivity of civil servant coaching based on an achievement system and a career system.

Civil servant performance appraisal is carried out based on performance planning at the individual and unit or organizational level, taking into account the targets, achievements, results, benefits achieved, and civil servants' behavior. The performance appraisal of civil servants is under the competent officials' authority in the respective government agencies. PNS performance appraisals are delegated in stages to the direct supervisor of the PNS. If this kind of thing is done and based on the provisions of the regulations for ASN's placement, there will be no conflict or problem around the transfer or rotation of ASN.

Institutional restructuring of government institutions

Restructuring the local government bureaucracy's institutional arrangements as part of reforming the government bureaucracy in the regions. The bureaucracy in the regions is known as a fat structure. It is necessary to reorganize it so that both structure and budgeting are efficient. The implementation of regional institutional restructuring policies, especially in regional apparatus organizations, is expected to become a solid organization capable of playing a role as a forum for the implementation of government functions and as a process of optimal interaction between the government and other regional institutions and with the community within the framework of good governance.

One of the research informants states that institutional restructuring in the organization of the apparatus is a form of forming a strong, efficient, solid, fast, and accurate regional apparatus organization in providing services to the community. Several Regional Apparatus Organizations (OPD) carried out institutional restructuring by carrying out institutional regeneration, which included: the National Unity and Community Protection Agency of the City of Bima into the Service of the Civil Service Police Unit and Community Protection of Bima City, the Environmental Agency and the Sanitation, Cemetery and Fire Fighting Service Department of Cleanliness and Environment, and others. Several sectors or sections are merged to efficiency in streamlining the organizational structure of the regional apparatus.

According to [Sedermayanti \(2004\)](#), restructuring efforts in an organization can be carried out through management efforts by re-engineering or re-engineering so that organizations can adapt to the effects of environmental changes, with the aim as stated by [Sopandi \(2019\)](#) is: "Preparing the company/organization to be able to achieve the level of competition used, this is related to a lean and fit organization ([Lima et al., 2018](#)). Regarding the restructuring of local government bureaucratic institutions, the connection with bureaucratic politics, especially in terms of filling the composition of positions that are contested so that in this case,

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inevitably has to play at the level of interest between public officials and State Civil Servants to fight for vacant positions due to the impact of the institutional restructuring policy of the Regional Apparatus Organization.

This is in line with one informant's opinion that there is a policy of organizational restructuring of regional apparatus as a revitalization in streamlining the organizational structure so that employees who fill these positions have competencies capable of responding to organizational needs. Thus, the institutional restructuring of local government institutions in the City of Bima about power politics in filling contested vacancies requires certain approaches. However, the institutional restructuring of the local government bureaucracy demands reforming the bureaucracy towards a better bureaucratic order in the future.

Formulation of government budgeting, both routine, and development

In the budget, formulation carried out by the Executive and Legislature in plenary meetings at both the Faction, Commission, and plenary levels, related to regional programs both routine and development (regional infrastructure) for a certain period intended for bureaucratic management and services and community empowerment in poverty reduction. Therefore, every expenditure budget issued by the regional government must be accountable based on its performance. Every expenditure must be based on efforts to achieve the achievement of regional government objectives. Politics can be involved in all state affairs, including public financial affairs, planning, and implementation to the evaluation stage. A good political theory of state finance is relatively dependent on a country's ideology, meaning that a theory of state financial politics that is good for one country is not necessarily good for other countries. Political activity in state finances depends on the degree of democracy, which provides flexibility/freedom for political activity within a country. Thus, political intervention in the formulation of regional financial budgeting is very high because each related party feels that the government as the regional financial manager is obliged to use the budget according to the budget post submitted and available in regional financial documents. Likewise, the legislative parties (DPRD members) have the same rights because they feel that they have formulated the budget according to the same level of interest, meaning that the budget has been knocked out by the DPRD, resulting in a Regional Regulation on Regional Finance (APBD), entrusting the budget. In certain financial posts that impact the benefit of both DPRD Members themselves, especially the constituents and the teams who have supported them previously.

4 Conclusion

The model of bureaucratic political relations in the City Government of Bima shows: First; Recruitment of bureaucratic officials occurs in a political conspiracy of power in selecting bureaucratic officials, no longer seen from the perceptions of the fit and proper test. Second; Movements or Rotations of Bima City Government bureaucratic officials are always colored by many interests plus the existence of transactional politics in the mutation and rotation of Bima City government bureaucratic officials, third; Institutional restructuring of government institutions because with a fat structure, it is necessary to rearrange them so that both structure and budgeting are efficient and fourth; The formulation of Government Budgeting, both routine, and development, is always marked by the existence of very high regional financial budgeting political interventions so that it has implications for embodied political interests in the formulation, implementation and evaluation process of regional financial management in the City of Bima.

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