

Coordination of the Space and Time of Local Elections with the Space and Time of Makassar City Government in Shaping the Political Practices of Makassar City Government Bureaucracy

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Abstract

The political practice of the Makassar City Government Bureaucracy in Pilkada is an important aspect of the separation of politics and bureaucracy. Anthony Giddens' structuration theory is used as a perspective in this research. "How is the political practice of the Makassar City government bureaucracy in the Makassar City Pilkada?" is the question in this research. Qualitative-descriptive is the method used in this research, using field research and literature to obtain data related to the theme of this research. The results showed that the political practices of the Makassar city government bureaucracy occurred due to the duality of structures that occurred between bureaucrats as agents and rules as structures. The Regional Head as the Personnel Supervisory Officer (PPK) in the Region automatically has dominance over bureaucrats, so that political practice by the bureaucracy is a dialectic of control in seeing the structure of domination.

Keywords: Bureaucracy; Election; Space and Time; Structuration

A. INTRODUCTION

The penetration of the government bureaucracy in the election space during the New Order era became a phenomenon of how much implication was given by the bureaucracy in winning political actors in the election space. The bureaucracy became a forum for the New Order era ruling group to become a voting machine for the ruling group. Through the monoloyalty rule, the bureaucracy inevitably had to vote for the Golongan Karya (Golkar) when the election took place. [1, pp. 74–76] The bureaucracy as the New Order's political machine seems to have a very strategic role, and successfully perpetuated the dominance of the New Order Government's power for 32 years through the New Order-style electoral system.

Over time, the separation between politics and bureaucracy still seems difficult to implement in Indonesia. Even though when the 1998 reform took place, one of the demands of the reformist group at that time was that the bureaucracy no longer had a relationship with politics. In fact, it is often found that the bureaucracy is involved in the elections that are holding. Both national elections and regional head elections, the bureaucracy is often drawn into the vortex of practical politics.

In general, bureaucracy can be defined as the entire government organization that carries out state tasks in various government organizational units

under departments and non-departmental institutions, both at the central and regional levels. [2, p. 136]

By looking at this phenomenon, this research tries to be presented to see the political practices of the bureaucracy in the space and time of the Regional Elections, especially in Makassar City. Anthony Giddens' Structuration Theory is considered adequate to explain the recurring political practices of bureaucratic groups. In the structuration approach, there are concepts of agent, structure, space and time and duality of structure. Some of these concepts are very adequate with the theme of this research. Bureaucracy as agent, rules as structure, election and government as time and space, and interaction between agent and structure as duality of structure. According to Giddens, agency consists of three dimensions, namely, unconscious motives, practical conscience, and discursive conscience. [3, p. 28] Structure is the rules and/or means that have transformational properties. [4, p. 27] Space and Time can be understood as the 'Arena' of social practice. [4, p. 210] The duality of structure is to see that the 'guideline-like structure' that is the principle of practices in various places and times is the result of the repetition of various actions. [3, p. 22]

This research is expected to make a significant contribution to the development of theory and understanding of the socio-political practices of the government bureaucracy in the regional elections in Indonesia. The presence of the concept of reflexive monitoring in the government bureaucratic agency will be the first step in knowing the political practices of the government bureaucracy.

B. METHOD

The research will be conducted using a qualitative approach. Qualitative research believes that truth is dynamic and can only be found through exploring people through their interaction with their social situations. [5, p. 34]

Field research and literature is used to gather data and information about the subject of research. Qualitative methods are used to obtain deep data, a data that contains meaning. Meaning is the actual data, the certain data that is a value behind the apparent data. Therefore, in qualitative research, the emphasis is not on generalization, but more on meaning. [6, pp. 8–9]

The processing of the data that has been obtained by the author is then analyzed before being included in an article. There are three stages in data management, namely editing, coding and analysis. The data is processed in order to obtain scientifically justifiable results. Of the three stages, the analysis stage is very important so that later the data presented does not harm one party and presents data in accordance with the facts in the field so as to provide an explanation in accordance with research principles. [7]

C. RESULTS AND DISCUSSION

Giddens presented structuration theory as a social theory. When examining the formation and organization of social activity, this theory integrates structure and agency viewpoints. This theory contends that social structures are the outcomes of

persons or agents engaged in social interaction as well as a set of social norms, values, and laws. On the other hand, societal structures that control and influence the context of such acts cannot be separated from the actions of a person or an agent. According to structuration theory, societal structures and human behavior are intertwined and impacted, providing a nuanced perspective on how people and society interact.[3, pp. 21–22] In the context of Giddens' structuration, when a bureaucrat faces conditions that are inconsistent with routine or unusual social practices, there is a potential for reflection. Reflectivity is the ability of individuals to reflect on and question existing practices, consider alternatives, and possibly change the way they act. Dikursus is present in the minds of PNS who feel alienated from political practice. While practical awareness plays a more important role for PNS, who feel often faced with political practices in general elections.

Conceptually, bureaucrats are distanced from political practices in the context of elections. The Government Regulation (PP) No. 94 of 2021 on the PNS Discipline. Article 5 (n) prohibits the PNS from providing support to the candidate President / Vice President, candidate Head of the District / Vice President of the Region, candidates for members of the People's Representative Council, candidates for members of the Regional Representatives Council, or candidates for members of the Regional People's Representative Council by means of:

1. Follow the campaign;
2. Being a participant in a campaign using party attributes or PNS attributes;
3. as a campaign participant by deploying other PNSs;
4. as a campaign participant using state facilities;
5. Making decisions and/or actions that are beneficial or detrimental to any of the candidate partners before, during, and after the campaign period;
6. To conduct activities leading to the dissemination of candidate couples who participated in the election before, during, and after the campaign period, including meetings, invitations, calls, appeals, or gifts to the PNS in the environment of its work unit, family members, and the community; and/or
7. Provide a support letter accompanied by a photocopy of a citizen's signature card or a citizen's signature letter.

Structure (PP) No. 94 Year 2021 on PNS Discipline as a Guideline for PNS in Political Practice However, for PNS, the structure was interpreted as insufficient for their career as bureaucrats. They turned more attention to other structures, namely PP No. 17 of 2020 on the Management of ASN.

The bureaucratic group is more interested in seeing PP No. 17 of 2020 on the Management of ASN as a structure that much more influences the flow of its activity as a bureaucrat. The political practices carried out by the bureaucrats in their governance are viewed as arenas (space and time) that have a close correlation with the strategic positions that are in the governmental bureaucracy. The space and time of their Governorate are the momentum for improving their careers in the government bureaucracy. The knowledge they obtain from what is called in Structuration as a reflexive process of monitoring the structure. The bureaucrats say

that PP No. 17 of 2020 on the Management of ASN, which automatically places the head of the region as the PPK, which means also having the right to rotate positions as their resources in carrying out their political practice. The presence of the head of the district as the PPK directly activates the discursive consciousness of the bureaucrats, that they will (and will) be in the line of authority and subordination of the Head of the District.

Practically, bureaucrats realize that they are also tied to the structure of PP No. 94 2021 on Displin ASN, but the consequence of their ability as an agency reflects the structures that encompass them, enabling them to divert attention to structures that have more implications for their lives as bureaucrats.

From here, we can see that the Local Election is not only a political practice to elect the candidate for the head of the district, but rather to choose the chief who will later oversee them in the affairs of government for the bureaucrats. So that they realized discursively what they had to do when they were in the arena of the Revelation.

Especially when there is a candidate who is an incumbent. It appears that some of the bureaucrats are involved in political practices at Local Elecection, but they can directly deny this by saying that "we are currently running the work program of the current Head of the District" It is here that it can be seen that there is a dialectic of control between the bureaucrats and the structure, they are able to jump from one structure to another structure, when they consider the structure previously inadequate for them as an agency.

On the other hand, we can also observe that bureaucrats who are able to play a "double role" as actors are the ones most familiar with the structures they face. Discursively, they are aware that in the electoral arena, bureaucrats should maintain a neutral position. However, on the other hand, they also have social needs related to their careers, families, relatives, or friendships. "Double-role" bureaucrats are seen as actors who skillfully position themselves. Positioning, in Giddens' theory, involves specifying a particular 'identity' within a framework of social relations. Social position can be seen as a social identity that carries a specific set of rights and obligations that can be applied or enacted by an actor who is given or incumbently holds that identity. Rights and obligations determine the mandate and role associated with a social position.[4, p. 131] Therefore, "double-role" bureaucrats can be seen as actors who adeptly observe their surroundings as bureaucrats. They observe that regional heads are authorized personnel (PPK) who have the right to rotate positions. Thus, in the electoral arena, the "double role" is taken as a reflective and dialectical form of control over the structure.

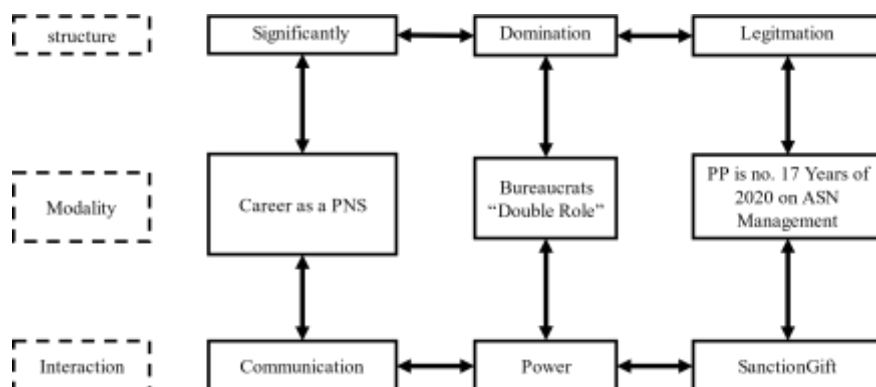


Fig. 1. Duality of the Structure in Coordination of Space and Time of Governance and Space and time of Government in the Formation of Political Practices of Bureaucratic Governance of the City of Makassar

As seen in Figure 1, the process of structural duality in the Regional Elections (Pemilukada) can be observed. The dominance structure owned by regional heads, who have the power to mobilize the bureaucracy, is captured by bureaucrats using their "double role" position. The "double role" position of bureaucrats represents the dialectical control exerted by bureaucrats in manipulating the existing dominance structure within the bureaucracy. On the other hand, the legitimacy structure, as evidenced by Government Regulation No. 17 of 2020 on Civil Servant Management, serves as the coordination of space and time between the Regional Elections and the government's administration. Thus, the Regional Elections are perceived by the group of bureaucrats as an arena to maintain or obtain positions in strategic roles within the government bureaucracy of Makassar City. These three structures operate concurrently and are interconnected with each other.

D. CONCLUSION

Using Anthony Giddens' structuration theory, it is evident that the group of bureaucrats acts as an agency with the capacity to engage in reflective monitoring processes toward the surrounding structures. The political practices of the government bureaucracy in Makassar City occur due to the duality of structures between bureaucrats as agents and rules as structures. The Regional Head, as PPK in the region, automatically holds dominance over the bureaucrats. Therefore, the political practices within the bureaucracy can be seen as a dialectical control when examining the structures of dominance, legitimacy, and significance.

Thus, the political practices of the group of bureaucrats are the actions taken by bureaucrats in coordinating the space and time of the Regional Elections (Pemilukada) and the government's administration. This can be considered a dialectical control by the bureaucracy over the structures. This occurs because bureaucrats have discursive awareness when observing their environmental

activities, such as the Regional Elections and the government's administration.

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