

# The Patterns of Relationship in Implementation of Officials' Career Mutation in Makassar's Government Bureaucracy

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**Keywords:** Relationship patterns, official mutation, bureaucracy, government.

**Abstract:** This qualitative research with a phenomenological approach identifies and analyzes the patterns of relationship in the mutation of Makassar's Government Bureaucracy. The relationship sticks to each pattern, then it implicates on the implementation of mutation, which is less based on competence. Data are collected from observation and in-depth interviews. The results show that there are three patterns of relationship in the implementation of mutation in Makassar's Government Bureaucracy namely: executive ascendancy, official ascendancy, and bureaucratic sublation. Seemingly, official ascendancy became a new variant of these three patterns of relationship while both executive ascendancy and bureaucratic sublation became parts of liberal theory.

## 1 INTRODUCTION

Political and career officials are two main actors who complement each other in the implementation of mutation in government bureaucracy. Ikhwani (2012:9) said that "political officers have their own mind so that there is conflict between them". Therefore, the relationship must be mutual and both parties shall understand each other's authority so that the mutation of the career officer can be done as mandated in article 108 paragraph 3 of Law No. 5 of 2014 on State Civil Apparatus (ASN), which states that "Pratama is conducted openly and competitively among civil servants with due regard to the requirements of competence, qualifications, rank, education and training, job track record, and integrity and other requirements of office in accordance with the provisions of legislation". Therefore, the implementation of mutations should be created proportionally among the actors involved.

However, the frenzied phenomenon of the implementation of mutations in the government bureaucracy in Makassar City is a consequence of the overly dominant authority of the mayor as a political official, so that relationship tends to executive ascendancy. Burhanuddin and Fatmawati (2016: 192) said that "the dominance of political officials in the implementation of mutation of career

officials in relation to the auction of office in Makassar City tends to be executive ascendancy, especially on the promotion and demotion policy".

The phenomenon of mutations in the government bureaucracy in Makassar is inseparable from the intervention of political officials. Nurlinah and Bahri (2016: 11) said that "the mayor is the most powerful actor in the appointment of office. In this case, there are two interests directly related to the Mayor namely political interests and bureaucratic interests. Political interests such as placing civil servants who have an active role in political parties and successful teams of winning the mayor associated. While example of the bureaucracy interests is the desire of the leadership elements in placing employees who have direct relations with the mayor to be placed on certain strategic positions. With the influence of these two interests, it greatly affects the recommendations of the Baperjakat Team".

The consequence of this case is the recommendation of the National Civil Service Committee (CASN) as stipulated in Decision No. S-795 / KASN / 8/2015 Hal: Cessation of civil servants from Structural Positions Echelon III and IV and Decision No. S-796 / KASN / 8/2015 Hal: Dismissal of civil servants from the Echelon II Structural Position that canceled the auction of positions conducted by the Government of Makassar.

The description above shows that there are two tendencies of relations in government bureaucracy relevant to the purpose of this research, which is to identify and analyze the pattern of relations in the implementation of mutations in the government bureaucracy in Makassar. This phenomenon relates to Carino (1992)'s observation that "there are two tendencies of relations in government bureaucracy namely executive ascendancy which puts bureaucracy as a mere political machine, and bureaucratic sublation which puts politics and career officials proportionately ". Detail explanation is provided below:

### 1.1 Executive Ascendancy

This pattern of relationship is less ideal because it is loaded with political interests that tarnish the principle of career development of civil servants. Relationship patterns that occur can be seen in the following figure:

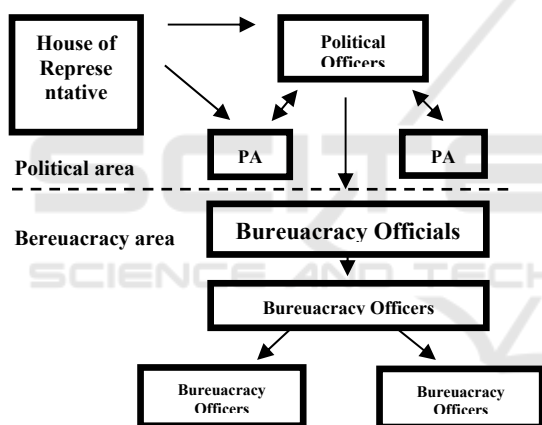


Figure 1 Relationship Pattern of Executive Ascendancy (Azhari 2011:111)

Looking at the pattern above, there are two actors who build relationships in the government bureaucracy that is political actors namely the regents, vice regents, and members of the House of Representatives (DPR), while the acting career officials are namely echelon II, echelons III, and echelon IV officials. There are two political officials who build relationships with the career officers, namely members of the House of Representatives and the regents and vice regents, or governors and deputy governors.

Members of the House are lacking in formal relationships with bureaucratic officials regarding the implementation of mutations unless they conduct work meetings or hearings. Furthermore, the

phenomenon that occurs provide members of the House of Representatives the opportunity to intervene against bureaucratic officials. It is different from the regents or mayors who have a command line with bureaucratic officials. Widiyahseno (2007: 145) said that the dominance of political officials over the bureaucracy is caused by the dichotomy between politics and administration, a doctrine whose influence began since the invention of state administration as a science. Perception of leadership supremacy of political officials comes from the different political and administrative functions and assumptions about the superiority of political functions over administration.

### 1.2 Bureaucratic Sublation

Relationship patterns that are bureaucratic sublation place political and career officers proportionally in the implementation of mutual authority to build relationships without any party being too dominant. This relationship pattern has less negative implication to the development of civil servant career because of prioritizing on the principle of partnership and professionalism. If this is realized, it could minimize the emergence of politicization on the implementation of mutations. Details can be seen in the following figure:

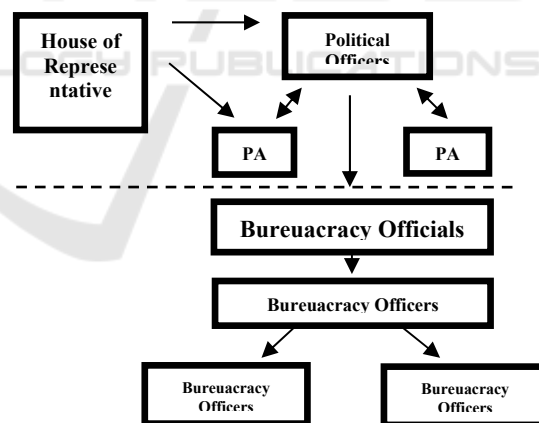


Figure 2 Relationship Pattern of Bureaucratic Sublation (Azhari 2011:112)

The pattern of relationships above shows that both political and career official positions are partners in the division of proportional authority. However, without dominance among actors to enable mutations will create a professional career officer in the field. Effendi (2009: 107) said that in order for professionalism to grow and the state apparatus to be free from political intervention, there needs to be a firm separation

between political office and professional position in the state apparatus. For that which is stipulated as an authorized official to appoint regional officers in the leadership position of the state apparatus is the highest career official namely the Regional Secretary.

## 2 METHOD

This research uses qualitative research with phenomenological approach. The data were collected by from in-depth interviews to optimize the result of this research. The interviewees were the political officials, specifically the "mayor" and "vice-mayor", the government-secretary of Makassar, Head of Regional Personnel Agency and Head of Mutation Agency. The researchers also interviewed career officials who have experienced some mutations. Secondary data were collected from documents study, for instance Rating of Order List, constitution, government regulations, and so on. Both the data (primary and secondary) were analyzed by using Miles and Huberman's model.

## 3 FINDINGS AND DISCUSSION

After doing some identifications to the relation pattern of the implementation of mutation in Government Bureaucracy City of Makassar, there are three relation patterns identified.

### 3.1 Relation Pattern of Executive Ascendancy

One of the main goals of bureaucrats in career development is to be promoted to higher positions with wider tasks and authority. The process of promotion consists of the usual open selection termed by an auction of offices involving three actors namely political officials, career officials, and non-government actors. These three actors each build relationships based on their position and authority. For political actors played by Mayor and Deputy Mayor of Makassar has a very strategic position in the career development of Civil Servants (PNS). The office mutation is dynamic because of its authority on political officials. This condition causes the implementation of mutations, especially on promoting and demoting the office in the government bureaucracy in Makassar City, which is attached to the pattern of executive relationship

ascendancy. Officials who have mutated positions must go through the mayor's desk.

Burhanuddin and Fatmawati (2016: 188) stated that "the involvement of the Mayor of Makassar as part of the selection team and participating in the assessment with the weight of 50% of the total assessment has a very high resistance to career officials because although they get high scores from all the selection teams, if Mayor gives a low score then the concerned does not pass in the auction of office".

We can understand that the relation between actors becomes unbalanced resulting in the relations pattern on executive ascendancy. Not surprisingly, there are employees who experience promotion or demotion to being civil servants considered to be affiliated with other candidates during the election of regional heads (pilkada). Based on the data of the decision of the State Administrative Court in 2015, the number of civil servants who experienced duty free within the scope of the Government of Makassar were many as 119 people. Lolowang (2008: 54) said that the problem facing bureaucracy today is the interplay between politics and bureaucracy that has resulted in neutrality or neutral performance.

The existence of a career officer in the transfer position places the regional secretary in the position of an authorized official with administrative authority. This position is less related to the authority to make decisions concerning the development of a civil servant's career. The position of the regional secretary is very weak in establishing relations with the mayor as contained in article 54 paragraph 4 of Law No. 5 of 2014 on the State Civil Apparatus that "Authorized Officials propose the appointment, Transfer and dismissal of Administrative Officers and Functional Officers to Personnel Officers in their respective agencies". It is very different compared to the mayor as a political official, who has a strong position in building relationships with the actor career officials, especially the regional secretary who has the highest position among other career officials.

Nonetheless, building relationships with the mayor would result in a weakening position, despite the authority being associated with career development. The mayor shall be given authority as a staffing officer in his region as contained in Article 53 of Law No. 5 of 2014 on the State Civil Apparatus that "the president as the supreme authority holder of ASN coaching may delegate authority to appoint the appointment, transfer and dismissal of officials other than the main high-

ranking and Madya, and functional officials of the main expertise to: a) ministers in ministries; b) leaders of institutions in non-ministerial government institutions; c) secretary-general in the secretariat of state institutions and non-structural institutions; D) provincial governor; and e) regents / mayors in districts / cities ".

In addition, what caused the Mayor of Makassar to be in the relation pattern of executive ascendancy, also is because of the implications of the political dimension with his position as a political official, to occupy the position as mayor. It is difficult to avoid political nuances through the political process. Promoting positions should prioritize administrative procedures and in certain cases, it becomes eliminated. There are career officials who have been promoted without going through the auction of positions, which is the procedure mandated in Law No. 5 of 2014 on the State Civil Apparatus as contained in article 108 paragraph 3 that "the filling of high leadership positions pratama done openly and competitively among civil servants with due regard to the requirements of competence, qualifications, rank, education and training, job track record, and integrity and other job requirements in accordance with the provisions of legislation" and promoting officials of lower value than other bidders.

This argument is reinforced by Nurlinah and Bahri (2016: 59) who said that "the mayor is the most powerful actor in appointment. In this case there are two interests directly related to the mayor namely political interests and bureaucratic interests. Political interests such as placing civil servants who have an active role in political parties and successful teams of winning the relevant mayor. While the interests of bureaucracy for example, the desire of the leadership element in placing employees who have direct relationship with the mayor to be placed on certain strategic positions. With the influence of these two interests, it greatly affects the recommendations of the Baperjakat Team".

### **3.2 Relation Pattern of Official Ascendancy**

The selection of administration as an integral part of the implementation of mutations in government bureaucracy in Makassar to make a career officer who is incorporated in the selection committee to maximize the results of mutations, far from the various interests that harm the civil servants who participated in the auction office. Relationships are

established between actors when the mayor as a political official issues a decree through the regional secretariat to determine a career official in charge of performing administrative duties related to mutation or term of office, including conducting administrative selection as contained in the attachment of Mayor of Makassar Decree Number 996 / 800.05 / kep / II / 2015 on the Formation of the Committee for the Selection of Replacement and Filling of Structural Positions of Echelon III.b and Echelon IV.a. In the appendix, there is the Regional Secretary of Makassar City as the main coordinator, Head of Makassar City BKD as the main coordinator representative, BKD Secretary of Makassar City as the secretary of the main team, and Head of Mutation Field as a team supporting the auction of office. The issuance of the decree shows the relationship between the career officers who are members of the auction advocacy team with the mayor as a political official having a direct or indirect relationship.

Echelon II Officials Head of BKD Makassar as the main coordinator, echelon III officials including Secretary Head of Regional of Officers (BKD) Makassar as the secretary of the main team, and Head of Mutation Field as a team supporting the auction office formed direct relationship with the mayor to convey the conditions of implementation of administrative selection. In contrast to echelon IV, who are officials who handle technical tasks have relationships with political officials indirectly.

Giving access to career officials in the implementation of mutations indicates that political officials are not always entering the realm of bureaucracy to intervene in the implementation of mutations. Suartika (2015: 55) said that the work of bureaucratic system is not in the hands of the elected regional head. In this case, how the elected regional head is required to be objective and to abandon the supporting calculations in the bureaucratic bodies before the General Election. The desire to set aside groups that do not support and support losing groups should be thrown away. Resistance to victory and defeat in the bureaucratic body will lead to the disharmony of bureaucrats, and this will of course result in the decline of the performance of these servants.

Competency selection team including the State Administration of the Republic of Indonesia, academics, journalists, and community leaders became partners of Makassar City Government in the selection of competence of career officers, even though there are also some career officers included in the competency selection team. If the

implementation of competence selection was seen from the perspective of actor relation, then the actor of career officer has a dominant role because the work of the selection team is submitted to the career officers who are members of the auction support team. After completion of the competency test, the auxiliary support team conveyed to the mayor as a political official. Thus, the selection process of competence becomes part of the duties of career officials so that relationship between career officials and political officials appears more active after completion of competency selection and the results submitted to the mayor.

The description above shows that there are two aspects that reflect the formation of official relation pattern ascendancy, which is when the selection of administration and examination of civil servant competencies will experience mutations. Both aspects of the positioning of career officials, who are members of the auction advocacy team, play a very prominent role and the Mayor of Makassar assigns them as contained in the attachment of the Decree of Mayor of Makassar Number: 996 / 800.05 / kep / II / 2015 on the Formation of Substitution Selection Committee and Charging of Structural Position.

Nevertheless, the position of career officials in the context of mutations has not yet been positioned in the realm of the heart of career development. In other words they are still positioned in the administrative domain and not the executor of the mutation policy. Manabung (2013: 5) said that recruitment, promotion and mutation of bureaucratic office is no longer a tool for improving performance, but is used as a tool for the benefit of political repayment or economic transactions.

### **3.3 Relation Pattern of *Bureaucratic Sublation***

Prior to the auction of office, the Makassar City Government had formed a support team of office auction, consisting of a career official assigned by the Mayor of Makassar to conduct administrative process during the auction of office, and selection team in charge of conducting an interview test to civil servants who occupy structural positions in government bureaucracy of Makassar city. The process of forming the auction team became part of the realm of career officers driven by the regional secretary and career officials who are in BKD Makassar. The actors set up teams both as a support team and a selection team.

Before the issuance of the letter, the regional secretary consulted with the Mayor of Makassar to

see the people involved in the team. After the two actors gave each other inputs, the Mayor of Makassar issued a Letter of Decision Number 996 / 800.05 / kep / II / 2015 on the Formation of Substitution Selection and Filling Committee for Structural Echelon III.b and Echelon IV.a. This condition indicates that bureaucratic sublation relationship is created in the formation of auction selection team in government bureaucracy in Makassar City.

Auction of positions conducted by the Government of Makassar City began with various stages including the implementation of interviews to determine the depth of knowledge, experience, and competence owned by civil servants who will occupy positions in accordance with the formation available. Relationships between political officials and career officials are created both in the interview, the interview process, and after the interview. Prior to the execution of the interview, a career official composed a selection team assigned to interview the civil servants who participated in the auction of office, then the result was submitted to the mayor as a political official for the issuance of the Decree. Once at the interview stage, the career officers involved in the auction support team facilitate the selection team to ensure the success of the interview. The results of the selection team were then presented to the mayor as a political official and staffing officer in Makassar City.

Referring to the above phenomenon, starting from the initial process until the end of the implementation of the interview, a bureaucratic relationship sublation was formed between the two officials. There appears to be a proportional division of tasks, that is, the career officer has the task of handling technically in conducting the interview until reporting of the results is made by the selection team.

However, the auction of positions became part of the mayor's sphere after getting advised and consideration from the team supporting the auction office. Thus, the two actors understood each other's position in the implementation of the auction office in Makassar. This is relevant to the results of Budiardjo et al's research (2011: 11), who said that the excessive efforts of political officials' intervention are mitigated by following the bureaucrats in terms of appointing a career official, where the regional secretary who proposes his names (sekele Baperjakat), and promotion process are always in Baperjakat.

Although the interviewees acknowledged that as thin as anything, political officials have influence,

but because of mutual guard (political and career officials), the conditions become more comfortable". This phenomenon emerged as an effort to build good cooperation between the two actors without dominating each other and minimizing arrogance by putting forward their respective performance.

Theoretical studies and empirical evidence show that there are three patterns of relationships that are formed on the implementation of mutations in the bureaucracy of the city of Makassar. Each relation pattern has a process associated with the mutations that make up the relationship. Details can be seen in the following table:

Table 1. Findings of the Relation pattern of the Actors

Information	The relation pattern of Political and Career Officer		
	Executive Ascendancy	Official Ascendancy	Bureaucratic Sublation
Establishment of Selection-team and the day of interview			
Administrative and Competence selection			
Promotion and Demotion			

The table above shows that there are three patterns of relations on the implementation of mutations in the government bureaucracy in Makassar. Among these three patterns, the most sensitive to the development of a civil servant career is executive ascendancy patterns. This pattern often characterizes the politicization of the bureaucracy because established relationships can interfere with the mutation process, so that it negatively implicates on the future of careers of civil servants.

On the contrary the pattern of bureaucratic sublation is a fairly ideal relationship pattern to be applied in government bureaucracy. It refers to empirical facts that it is an unfortunate formation that this pattern is more tangent. Technical tasks of mutation is not related to the determination of mutation policy, thus, career officials should play a greater role in relation to mutation policies to minimize politicization.

Effendi (2009: 107) said that in order for professionalism to grow and the state apparatus to be free from political intervention, there needs to be a firm separation between political office and professional position in the state apparatus. For that which is stipulated as an authorized official to

appoint regional officers in the leadership position of the state apparatus is the highest career official namely the Regional Secretary.

#### 4 CONCLUSION

After examining the various dimensions of the actors' relations of mutation implementation, this study concludes that there are three patterns of relations in the implementation of mutations in the government bureaucracy in Makassar, namely:

1. The pattern of executive ascendancy formed through political officials dominated by the mayor as a cultivator of personnel, especially on the implementation of promotion. To minimize this, it is necessary to divide the authority among actors based on the substantiation of positions that are the responsibility.
2. The official relations pattern ascendancy is established through a career official dominated by the regional secretary, the head of the Regional Personnel Board, and the head of the mutation field. In order to avoid abuse of authority, more intensive supervision and monitoring from political officers is required to result in more professional mutations.
3. The pattern of bureaucratic sublation relationships formed through a proportional relation between political officers and career officials is only found at the time of the formation of the auction team and the conduct of interviews and this relationship has not yet entered a more substantive domain. Therefore, the pattern of this relation should touch on the decision-making dimension of mutation

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