

A New Model of Relationship between Political and Bureaucratic Practitioner – A Case Study: Southeast Sulawesi, Indonesia, 1999 to 2014

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Abstract— This research investigated the models of political and bureaucratic relations that were developed in the theory of politics and public administration. The research result aims to be a comparison in scrutinizing the concept of political and bureaucratic relations that occurred especially in the third world countries that have just been a new phase towards democracy. It was found that the model of political and of bureaucracy relations in Southeast Sulawesi among several models that exist in the theoretical concepts of political and of bureaucracy relationships that are more likely to a new model where political officials have substantial powers to the career of bureaucracy, this condition is in stark contrast amid Indonesian government system which gives extensive autonomy to local governments so that regulation occurs in the central government cannot be executed in these areas. Therefore, it is more suitable if the management model currently in Indonesian government bureaucracy especially in Southeast Sulawesi regional administration would like to call as an Extreme model of the Executive ascendancy, or the Executive Personal ascendancy because of bureaucracy management policy lies in the political executive that is governors, regents, and mayors who are the highest leaders of government in provincial region, district, and municipality.

Keywords— bureaucratic practitioner, politics and bureaucracy, political practitioner, politics and bureaucracy in Southeast Sulawesi

I. INTRODUCTION

BUREAUCRACY and politics are two sides of a coin that is difficult to remove with one another, since the initial study public administration, already explained that the bureaucracy and politics are two sides of the coin are difficult to separate. One side concerns the political power which is then embedded in the political institutions of the state in this case the head government aided by other political officials in the concept of a republic is the President of the ministers, while the other forms of government can be a prime minister and his cabinet, and the legislative power with wide range of variants in each country.

Especially in Indonesia, Bureaucracy in the history of the Indonesian nation has always had a close relationship with political activities. Started since the beginning of

independence bureaucracy then embodies itself in the civil service corps which was the staunch supporter to President Soekarno who was in the Indonesian National Party. Since Soeharto came to power, bureaucracy was more streamlined in order to maximize the Golkar, through three major Golkar Family namely military, bureaucracy, and labors. It is inevitable that the Soeharto's era, also known as the New Era, bureaucratic involvement in practical politics can hardly be refuted (Thoha, 2005)

Reformation then comes to change the state of the nation which is experiencing a crisis due to multi various irregularities in the government bureaucracy has so far not touched the bureaucracy aspects. Bureaucracy is still in the stage to change the search format. Since the reform of knowledge was overthrown in 1998, which is characterized by the alternation of the national leadership of General Soeharto to Prof. B.J. Habibie. Until the the current government that President Susilo Bambang Yudhoyono and Muhammad Jusuf Kalla, who is the first Indonesian president elected directly through the election of President and Vice President considered not to carry out bureaucratic reform yet. M. Qodari (compass, 18 april 2007) suggested that bureaucratic reform is the reform agenda which until now has hardly been touched at all.

If observed, since reformation initiated in 1998, reform of the bureaucracy has not been properly implemented, the changes only to the prohibition of the bureaucracy active as a board of political parties and engage in practical politics. Besides reforms in structuring coaching bureaucracy until now can be said is still not implemented. In fact, if we look closely, the source of great national problems such as corruption and service to the community that rambling until now is still a condition that is difficult to remove from the Indonesian nation, we still good to dwell on the issue and the fact that this great nation is still a country with a level corruption which worrying the world. PERC in its last survey in 2005 placed Indonesia as the most corrupt country in Asia. The title of this Nation subscribed from year to year, but in the country, especially in the bureaucracy itself including those involving the intelligentsia in the case of the Commission, practicing corrupt behavior as such behavior is a social activity. Yet such behavior is a social crime which can damage the joints of the Nation's economy, and

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furthermore create conditions of socioeconomic disparities that are so great in Indonesian society. While the GDS survey conducted by UNDP in collaboration with CPPS UGM 2002 in Dwiyanto (2002) found that the bureaucracy still has not been able to portray itself as a public servant as being ideally task. The conditions of inaction service than the cause of the investors fled from Indonesia.

Inaction in the service of the public bureaucracy is also affected by the conditions that have not been adequate level of welfare bureaucrats so that they find additional revenue through the mechanism of project work that is part of the function of bureaucrats task itself, or through hope of reward taken a hand which is expected by the bureaucrats through the provision of services for the users of the services they provide (Wibawa, 2005).

While the neighboring country of our own in this case Malaysia and Singapore were the highest in the cleanliness level of corruption, and the two countries with relatively high growth rates in Asia. If it is generally studied, the construction period of the neighboring countries are clearly behind Indonesia, at least not if the years of independence used as the basis for initiating a development effort. Malaysia was newly independent from Britain in 1957. While Indonesia's independence in 1945. Indonesia's development should thus be much better than the neighboring countries. But the fact which there is currently Indonesia is so left over from Malaysia.

One factor which quite a role in the practice of bureaucracy in Indonesia deviation function is the relationship factor between bureaucracy and politics. This view is based on the fact, that the bureaucracy plays an important role in regulating the implementation of government programs, especially in the implementation of development policies that are usually manifest in the form of projects with government funding sources (APBN / APBD). In the implementation of the development policy of the bureaucracy or bureaucratic officials usually make a profit by playing eye with employers, the operator of the project. Collusion between bureaucracy with the businessmen will also undoubtedly be overcome at least be reduced if the political officials which are the boss of the bureaucrats are also willing to apply the principle of work free of corruption but it is happening is political officials also which instructed to bureaucratic officials to the contrary procedures for the benefit of political officials earlier or win-win.

II. LITERATURE REVIEW

A. Bureaucracy and Political Relations

As outlined in the framework of the above theory, it appears that the bureaucracy and politics are like two sides of a coin which are difficult to separate from each other. For politics needs a power and the power obtained requires an entity (bureaucracy) that serves as an organ which apply

policies that have been decided by the political institutions which carry power.

Clearly bureaucratic are the state apparatus which is a device that carry out the functions of state administration while the state administration is always led by the political officials which won the general election (Thoha, 2005).

The basic conditions causes the bureaucracy cannot move as nimbly deploying administrative sector. The condition is caused by several factors, among others, the fact that the bureaucracy in its work more politically and socially oriented such as efforts to bring about peace, social welfare, education, health (see Thooha, 2005 p. 50).

Such conditions lead to bureaucracy behavior that is not synonymous with efficient, long-winded and also acts corrupt. While in political science, the focus of political science analysis is the process of how the input is converted to output. Or the convention process, in which bureaucracy plays an important role. In carrying out the role bureaucracy does not only serve to implement policies made by the decision makers, but bureaucracy also runs policy mostly made his own, such as technical guidelines, circulars and others. Because of that, often appears the dilemma that modern society needs for bureaucracy has made difficult the democratic political process (Compare with Mas'oe'd, 1997 p. 95)

The strong role of bureaucracy is also caused by several factors that are the source of power of bureaucracy, as suggested by Mas'oe'd (1997, p. 101-1002)

- a) Its role as the personification of the state; In carrying out their duties on behalf of the state bureaucracy can be a demanding obedience of citizens. For example, regulating the traffic police, the tax collector, judges, and wide range of role of other bureaucratic carry out its function on behalf of the state;
- b) Mastery of information; In carrying out daily duties, bureaucracy collect records that contain almost all areas of society and state activities, achievements in gathering this information may not be rivaled by politicians, although a chief executive legislative moreover, particularly because of their circumstances which always alternated replace people in political positions. Official bureaucracy can then be opened such information to the public through the mass media, which then forced the executives to adopt policies to their liking.
- c) The ownership of technical expertise; Modern society cannot deny that the bureaucracy has the technical expertise which is needed in decision-making. Mastery of information and technical ability is extraordinary source of strength for the bureaucracy.
- d) High social status; Almost in every country especially in the third world countries that inherit social strata of feudalistic society have this. Bureaucracy has special position in view of the public. Such position of the bureaucracy is caused by officials who have tended to develop a network of exclusive relationships both among them and in relation to society, so it appears strata or class "ruling elite".

Because of the extent role of such bureaucracy, the political and social scientists have made some methods to limit the movement of the bureaucrats in order to act as expected. These restrictions of motion of bureaucracy among others proposed by Nader and Rourke, in Mas'ud, (1997, p. 103-104) which divides it into four categories, namely:

- a) External-Formal; External control-formal bureaucracy control tangible politically by the helm of the executive, and the legislature, judiciary and parliamentary commissions called "Sector Ombudsman". Political officials in the executive and the legislature can control bureaucracy through rulings on policies related to the administrative structure, which establishes the authority possessed by the structure and performance standards to be achieved. Besides, the control can also be control over budget to fund the day-to-day activities of bureaucracy.
- b) External-informal; carried by the press and interest groups
- c) Internal - Formal; Formal internal control can be done by making the process of making and implementing policy to make it more representative, and decentralized;
- d) Internal-informal; this control is tangible effort in order to live up bureaucrats to the code of ethics and more deeply appreciate the ethos of the community.

Recognized that effective control of this kind carried out in the first few people in the world, but some other people in this way did not achieve the intent. (Mas'oed, 1997 p. 104).

In addition to such models, Dunleavy & Oleavy (1997) in Thoha (2005, p. 171-173) suggests four models to manage bureaucracy to be able to work professionally and free from political interference to four models are as follows:

- a) Model of constitutional representative; This constitutional representative model puts government employees (bureaucracy) as a bureaucratic machine which should be neutral, of political influence government officials (political appoints) which is selected and supported by Parliament. Neutrality here has a meaning that government officials (bureaucracy) must be willing and able to provide the same service (equal effectiveness) to any governmental political officials which came and went. This model stressed that there are two officials in the bureaucracy that elected political officials and supported by parliament and came from and was led by the political party that won the elections, while the official bureaucracy is a career officer which worked his way into hierarchical government bureaucracy. Bureaucratic officials must be able to provide the same services to any political official government. However, officials of bureaucracy should not be affected, siding, and supporting political color brought by political officials who represent the people in parliament that despite their aspirations in line with the political officials which lead it. (A neutral machine of bureaucracy wound up and kept ticking by an Elected Officials itself supported by parliament representing the people).

b) Pluralist Model: As model of representative, pluralist model also emphasized that government agencies (bureaucracy) freed from the influence and bias against the existing political forces. All civil service and even government agencies policy makers should be an arena that is free from the interplay of political forces that determine these policies. The differences which stand out from this model towards model of representative is that the model of pluralist looked at the organization of the government bureaucracy that was as interest groups as well as other interest groups in society. The role of interest groups in this model plays a very important role in addition to the group's constitutional political parties. These interest groups are not instituted a representative, but the enormous influence as a pressure group to influence the discretion of the government. Thus the pluralist model in addition to acknowledge the existence of political parties as a container that accommodates the aspirations of the community, this model is also still allow the gathering of people in the interest groups, and government bureaucracy is one of the interest groups. Government employees must be neutral toward political parties and other interest groups except the group interests of the bureaucracy itself.

c) Models of democratic autonomy; Like a model of autonomy, this model of democratic autonomy, see the public policy making process is divided into the tissues policy (policy networks), but the officials of that government bureaucracy cannot play power and interests if they do not have a preference for the policy, The groups can influence policy on issues of policy issues that are opened. But if the government bureaucracy has established a set of parameters, then only the interest groups that are in line with the parameters that can be entered into the public policy-making positions.

d) Right Model (New Right / Model Kanan); The model is very different from previous models. Very normative Model a new right and opened not only to explain how government bureaucracy that is supposed to work, but also explains how the bureaucracy should be made more efficient. New Model right assert that there is an inside dynamic (an internal dynamic) that the government bureaucracy tends to do an inefficient and grow with arbitrarily within a pluralist model machine If the government and representatives of the constitutional view of political forces and interest groups as a factor most importantly, the new right see political parties and interest groups as a perfect crime (unmitigated evil) in the government, is caused by government efficiency could be torn apart in the fragmentation of certain political interests.

Of all the proposed models mentioned, in the end will still begs the question; how should bureaucracy and political relations laid out? For almost all the models put more emphasis on the technical function of bureaucracy in executing public service, but how should the official position of bureaucracy in dealing with political officials cannot be

described. In fact, as stated by Mas'oed, above, bureaucracy has powers that are not owned by political parties. If the bureaucracy use force against political officials which lead them, then that will happen is the instability of the conduct of the government.

Problems of bureaucracy and political relations are basically a classic problem, as the embodiment of political and administrative dichotomy. To avoid or stop such conditions that, then the liberal theory put forward two models the relationship between politics and bureaucracy that should apply in relation to political and bureaucracy officials in conducting government. Both models relationships derived from the liberal theory is as follows:

a) Executive ascendancy: This form is derived from the assumption that the leadership of political officials was based on the belief that the rule of mandates obtained by the political leadership comes from God or comes from people or derived from the public interest. (The political leadership bases its claim to supremacy o the mandate of God or of the people, nation or on some of the public interest Carino, Thoha, 2005, p. 154). This mandate supremacy legitimized through elections, or violence, or the de facto acceptance by the people. In the model of the liberal system, control goes from the highest authority of the people through their representatives (political leadership) to the bureaucracy. The power to conduct such control is derived from the people often referred to as a democracy overhead. (Redford, 1969, Thoha, 2005).

b) Bureaucratic Sublation: This model is based on the assumption that the government of a state bureaucracy is not only functions as the implementing machines. Officials professionally trained bureaucracy has its own power as a permanent official. Officials such as this in it have long career records compared with political officials which became leaders. Therefore, its position should not be just as subordinated and implementing machine, but comparable or co-equality with the executive. Thus, bureaucracy is the force which is *a-politic but highly politicized*. Bureaucracy is not a partisan politics but is caused by his skills have the power to make policy professionals.

The political system in Southeast Sulawesi in general follows the pattern of the central government, local political variant occurs only in the form of balance in political office whose implementation is also more as a mere political considerations such as the state that southeast Sulawesi consists of two regions, namely the islands and the mainland are also inhabited by two great ethnic in general is dominated by ethnic land-Mekongga Tolaki tribe and island areas dominated by ethnic Buton-Muna. Political practices, especially in local elections are always a couple of these two areas i.e. when the deputy governors is from mainland so the vice must be from the islands and vice versa. Ethnic issues and this region cannot be eliminated by rational program issues. But the process towards rationalization will improve

in line with the increased understanding of community politics.

In Southeast Sulawesi, in particular, and Indonesia in general, the placement of the civil servants is also geared to professional but in general the main post-reform increasingly professional staffing. Many employees who are appointed to be a teacher then promoted to positions such as district head administration for example. This is a result from lax management of civil servants and the absence of supervision and disciplinary actions from the central government. If this condition is maintained, so the management of personnel in Indonesia increasingly short of expectations towards the conditions of professional civil servants and has a capacity of competency as expected.

In Southeast Sulawesi recruitment of civil servants is recognized by the minister and the officials BKN as most problematic areas in the recruitment of civil servants Pambagyo Srawo Apparatus Head Office Recruitment Resources minister told to Parliament SULTRA team was quoted as saying by media SULTRA (16-3-2009) said "Procurement of civil servants in Southeast Sulawesi indeed crowded and badly indeed ". The statement did not melodramatic.

The recruitment of civil servants is determined more by the interests of political officials and personnel officers in the Province and District Municipality. Even the participants CPNS test did not hesitate to serve the desire of officials BKD to pay money to pass the selection CPNS. In fact, researchers found himself a participant in the test came home to borrow money to pay to the officials who are considered to pass. Later then the applicant had come that he escaped employees. For more details and the names Southeast Sulawesi province 14 employees' names that pass in the first announcement and then disallowed graduation and bring another 14 names that previously failed.

TABLE I
14 APPLICANTS OF CPNS FORMATION GOT DISALLOWED GRADUATION AND 14 APPLICANTS GOT PASSED BACK EMPLOYEES

The Cut-off Names of Employee	Formations	Replacements	Formations
Sri Yuliana, A.M.Keb	Midwife	M. Rizal Gani, SE, M.Si.	Planner
Hasnaedar, A.M.Keb	Midwife	Sabda, S.sos	Planner
Herberd T, STP.	Fishery Supervisor	Nada Wulaa, SE	Planner
Erwin Nuryadin, ST.Pi	Fishery Supervisor	Wami, SE	Planner
LM. Gafur, ST	Bridges & Roads Supervisor	Ardian Saputra,	Planner
H.S.Togasa, ST	Bridges & Roads Supervisor	Ahmad Malik, A.MK	Nurse
D.M. Yustisia, ST	Bridges & Roads Supervisor	Silviyawati, A.MK	Nurse
Thahira Muhsin, ST	Bridges & Roads Supervisor	Yuliasmi Sabah, A.MK	Nurse
Oma Elmawati, SP	Bridges & Roads Supervisor	Herlina, A.MK	Nurse
Selamet Hartono, ST	Mining Inspector	A'an Desiana, A.MK	Nurse
Yanti Sutiani, S.Si	Laboratory Regulator	Andi Rayan Murti, A.Mk	Lab. Regulator
Saudah, S.Si	Laboratory Regulator	Marwah, DM, A.MK	Lab. Regulator
Asti Tri Pramadani	Laboratory Regulator	Tri Eka Sepriani, Am. Ak	Lab. Regulator
M.Wahyudin B, S.Si	Laboratory Regulator	Rasmianti Rasyid, Am.Ak	Lab. Regulator

Source: Kendari Ekspres, Saturday 17 January 2009

B. Bureaucratic Culture

To further facilitate the understanding of the development of the Indonesian bureaucracy, it helps if the researcher explores a little history of the development of local government bureaucracy in Indonesia, especially in Southeast Sulawesi became what it is today. Indonesia, in the period before European Nations held a colonization of the archipelago, Indonesia has hundreds of kingdoms which certainly have the tools fittings government, and clear almost all the royal apply paternalistic bureaucratic system and exploit the power of the people for the benefit of the palace. To have an understanding of this period, can read the book: Soemarsiad Moertono; "State and Business Development in Java State of the Past", published by the Foundation Torches, Jakarta, 1985. This book was taken from the author's thesis at the Department of History at Cornell University, USA.

Furthermore, after the arrival of the Dutch in Indonesia, the Dutch government gradually began to dominate the kingdoms in the archipelago. With this mastery, government bureaucracy gradually kings transformed by the Netherlands in order to support the interests of trade and forced planting efforts that are conducted by the Netherlands since 1830 at this time has begun to set up schools to educate petty bureaucrats from the natives, of course, *Mauk* is preferred aristocratic palace. Although the Dutch lower school graduates was just a lowly educated, but for the natives were already categorized outstanding. The period of transition from bureaucratic empire toward colonial-style modern bureaucracy is photographed by Anak Agung Gde Agung Putra, in his book entitled "Peralihan Sistem Birokrasi dari Tradisional ke Kolonial", which is also the result of the author's dissertation earned doctorates at the University of Gadjah Mada in Yogyakarta. Although described in the book about the royal bureaucracy only in Bali, but a bit much also be an example for other areas in the archipelago.

Those who have been educated western lowly is then employed on government extension services Indies well as clerks, foremen or other low-level staff personnel. This class hereinafter referred *Indlansee Binendlands Bestuur*. In this period, the Dutch called the bureaucrats for *Bestuur Binendalands* apparatus, which is then divided into Europes *Binendalands Bestuur* and *Indlandsee Binendlands Bestuur*. Those who have had Dutch education, then have started to mimic the behavior of western culture, for example, they appear not to *blangkon* again but has performed with a tie. This group later became an intermediary cultural transition from a traditional Indonesian culture toward Western culture and behavior patterns of life-style Dutch (see; 'History of Indonesian society' Editor; Drs. RZ Leirissa, MA. IIP, 1980).

Awards and community compliance to these groups still remain strong because they are the nobility and also have the knowledge that has been highly regarded by society. Until the arrival of the Japanese period that replaced designation *bestuur* became *Praja winches*. Then task employees (bureaucracy) Japan's future is hoisted the people, not serving. Indigenous forces still used to work on the Japanese government bureaucracy, but because of the limited ability of

bureaucrats Indonesia Dutch heritage, is by itself a high bureaucratic positions that had been held by *Europen Binendlands Bestuur* cannot be run by bureaucrats Indonesia, Japan took power of the country's bureaucrats, and in 1942, Japan sent 800 high officials and 1,500 clerks, (History of Prov. DIY, 1996; p. 183), in filling the void positions bureaucracy in Indonesia.

Entering the revolution, the bureaucracy became the backbone of Dutch heritage, but as previously described bureaucrats quality of Dutch heritage is still low for controlling a good government bureaucracy. In this period it can be said the Indonesian government bureaucracy has not found its form.

This situation persists and bureaucracy which was then called the civil service has become a separate institution that is strong and able to play an active role in influencing any central government policy at the time. A little picture, the birth of Law No. 22 concerning regional governments which explicitly says will erase the civil service institutions opposed by civil service groups, and then Law No. 1 1957 also requires the elimination of civil service institutions. At the start of the new order brought the idea of development, the bureaucracy has begun to be rejuvenated, at this time has a lot of young workers college graduates both foreign and domestic, which itself has been affected by the Weberian bureaucratic model did have a heyday at the time. In this period positions in the bureaucracy very influenced by bureaucratic models that emphasize military hierarchy and obedience to superiors for no reason. From the point of view of the desired model in this period has been divided. European technocrats trying to lead graduates towards bureaucratic red tape ideal as they have seen in Europe, on the other hand the helm of the government or government organizations still dominated by bureaucrats who are employed by the military with military education so ideal for those organizations that are such organizations military discipline, abiding hierarchy and loyalty as well as various principles of the military organization. This thought clash with the mindset of technocrats and academics European graduates who see bureaucracy as an institution that should serve the public and free of political influence. Meanwhile the New Era (ORBA) still require civil servants to support the power of the New Order regime then instituted with ABG models (ABRI, Bureaucracy, and Golkar) in the class of work. This constellation clearly thought that was won by the military, the bureaucracy of Indonesia of the ORBA was something like a military organization. One more thing that should not be ruled out is the fact that the helm of the state General Suharto, who just graduated from high school, the clear lack of understanding of how the existing bureaucracy seorti ideal land of origin in Europe, he was also severely affected and obsessed with the pattern of government management models kingdom Javanese kingdoms, which can be seen from the fact that sir Soeharto was very pleased with expressions of Hindu-Javanese philosophy, and at the time he resigned, he said it would be "Lengser keprabon mandeg Pandito" phrase full of meaning that is usually put forward by

the Hindu kings -Java who felt the elderly will then be imprisoned, (moksha). This situation became a powerful illustration that Sir Soeharto is still obsessed with royal era governance model. In fact, during the Gusdur was deposed Matori Abdul Jalil still trying to urge the Assembly to recognize Gusdur as a Master Nations. Again, a mythical puppet with the play of Semar was likely realized.

Thus, in our view, until now the government bureaucracy in Indonesia is still not promising process of transition from a bureaucratic culture-paternalistic hierarchical, bureaucratic towards hierarchic-functional. It is very necessary when held improvement in the management of the Indonesian bureaucracy. All this to answer why the Indonesian bureaucracy and the lack of role models society cannot show a good quality work, always the reasons given is the fact that the recruitment of civil servants in Indonesia is one of the schemes that are used to cope with unemployment, so as if hiring civil is not an issue that needs to get serious attention, because as bureaucrats, civil servants are the backbone of the planning and development of the country, and the planning and implementation of development that how that will materialize if the planning and implementation of development that is people who do not have a standard in quality thought, reasonable planning and implementation that many unorganized alias wrong target, because it is in addition to the quality of the individuals who manage less well, the system also provides a great opportunity to fertilize collusion and corruption and nepotism.

For the first step in the implementation of personnel management in Southeast Sulawesi, the researchers suggested that hold rearrangement in the specification expertise bureaucrats, and made a planning system that is based staffing expertise needed by local governments, so that recruitment including promotions must be based on existing job qualifications and specialization of knowledge of what is needed to fill the post.

Another important point is the issue of promotion, in order to emphasize the proven ability and achievement through written tests conducted by an independent body, so that civil servants will always strive to maintain and improve its ability and not just rely on a hand line and intervene.

III. CONCLUSION

Model of Relations Officers Politics and Bureaucracy: In Southeast Sulawesi and generally in Indonesia, the model within their relationship with the concept of theory put forward in the previous chapter is Ascendancy Executive model because executives are very dominant in regulating bureaucracy. While the power of the bureaucracy as a career officer could not be found as a result from a very loose cadre. The period of time promotion is also not strictly within the rules. Originally the willingness from political officials are not difficult to achieve tenure and class rank can be arranged, and more forcefully the more senior officials can be removed or being unemployed as expert staff or being unemployed at all. Therefore, the researchers conclude model of the

arrangement of the bureaucracy is the executive ascendancy. Indonesia's real weakness is the setting of rank, one example of a lot of them is diversified equally high and which has the right and the opportunity to pursue a career in the bureaucracy so that the power of bureaucracy became very weak. The difference between the bureaucrats Class IV and Class II employees who hold positions is very vague.

IV. THEORETICAL IMPLICATION

Indonesian bureaucracy as highly oriented bureaucracy and award program of the Golkar as electoral contestants always win the elections in appears logical under the command of President Suharto who is a ranking member of the Military General so also his leadership style which also provide color in bureaucracy as patterned militaristic leadership, The study became a reference in the research and writings of further scientific research include EEP Saifulla Fatah, (1995), Safuan Rozi (2006), Miftah Thoha (2003), Warsito Utomo (2006) as well as research findings Agus Dwiyanto (2002), which re-affirmed still entrenched paternalistic culture in the service of bureaucracy in Indonesia, which thus shows that the bureaucratic model we are still in line with the pattern of the New Era. Namely bureaucratic state model (state bureaucracy / party state bureaucracy / military dominated bureaucracy) conditions and conclusions of the research findings are relevant in the period to power the new Order Era with the party Golkar as the majority party, which controls the other parties (1965-1998). But after the new era (1999 - present) the setting of bureaucracy and political relations in Indonesia is not in line with the model characteristic of Party State Bureaucracy But no longer appropriate to say as a bureaucratic model in post-New Order Indonesia (1999-Present) because:

- a) The ruling party is not dominant,
- b) Management is decentralized staffing stricken areas,
- c) The head of the provincial and district / city has a majority party is not the same as the ruling government party centered,
- d) Control of Bureaucracy is not done at the discretion of the party become a political party officials either at the center or area,
- e) Bureaucracy career policy is in the hands highest political officials and not divided by the deputy governor, deputy regent and deputy mayor, and
- f) Enforcement of the rule from the central government is very weak.

This relationship model when included in the model ascendancy executive, is also less appropriate given the political executive ascendancy executive is a union of several people or at least there is no intervention from the ruling party in Parliament. In line with the characteristics of a unitary state that is shared by Indonesia, causing the parliament area (DPRD) is part of the regional executive although elected through general elections but its legislative

rights derived from the Law so that the power of Parliament cannot compensate for the power of governors, regents and mayors in policy making, especially in bureaucratic management. Therefore, it is more suitable if the Indonesian government bureaucratic management model currently, especially in Southeast Sulawesi regional administration called *Extreme Executive Model ascendancy* or the *Executive Personal ascendancy* because of bureaucratic management policy lies in the political executive that governors, regents and mayors who are leaders of government The highest provincial region, district and municipality.

V.POLICY IMPLICATION

Model of the Executive ascendancy feels right at all to portray the political executive officials who were powerful in the post-reform local government bureaucracy. Unfortunately, no such relationship model is also equipped with a cadre rules are clear. So according to researchers PNS management aspects we are worse from the model of bureaucratic politics as practiced in China and Russia or in the communist countries. Why because of bureaucratic politics as in China put the cadre bureaucracy on clear party policy decided by the party mechanism. The condition commonly occurs in ORBA with Golkar as a single party. But the current state of career management bureaucracy is almost entirely in the hands of a political executive in the decision lies in its sole discretion. It is very dangerous to put his career and civil service management is on one hand.

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