

# The Effect Of Neutrality Of The State Civil Apparatus On The Implementation Of Democratic Elections

Sarjiyati, Anik Tri Haryani, Bambang H Sutrisno

**Abstract**— The purpose of this study was to determine the effect of the neutrality of the State Civil Apparatus on democracy in the General Election. This research is an associative research. The research locations are government agencies and institutions in the former Madiun Residency. Respondents in this study were the State Civil Apparatus in the former Madiun Residency area as many as 107 people. Data collection techniques in this study used observation, questionnaires, interviews and documentation. While the data analysis using simple regression analysis, normality test, linearity test, hypothesis testing and analysis of Standard Error of Estimate. The research findings show that there is a positive and significant effect of neutrality of the state civil apparatus on the implementation of democratic general elections.

**Index Terms**— neutrality, state civil apparatus, general election, democratic.

## 1 PRELIMINARY

In the life of democracy in Indonesia, the neutrality of the State Civil Apparatus is not new. The issue of State Civil Apparatus neutrality is an issue that is always actual in the life of the state, especially before the implementation of the democratic party. The actual issue of State Civil Apparatus neutrality in the implementation of a democratic party occurs because of public concerns about State Civil Apparatus's alignment with one of the participants in the general election.

The issue of State Civil Apparatus neutrality in democratic parties has actually occurred since the first General Election (Election) in 1955. The issue of State Civil Apparatus neutrality becomes more real and complex when there are no legal instruments that can comprehensively address the issue. Furthermore, in 1974 Law Number 8 of 1974 concerning the Neutrality of State Personnel was issued, which incidentally was the first civil service law.<sup>[1]</sup>

The State Civil Apparatus in carrying out its duties, authorities and responsibilities is very important to have freedom from external influences such as the influence of political parties and certain groups. The absence of external influence is intended so that State Civil Apparatus can carry out their duties and responsibilities more democratically so that the results of their work do not benefit one particular party. This is also intended to further clarify the line of State Civil Apparatus accountability in order to be free from these external influences.

State Civil Apparatus functionally and organizationally must be guaranteed political rights, for example in determining the choice of political parties in general elections. However, these political rights also need to be limited and regulated if the State Civil Apparatus concerned is actively involved in the activities of a political party, either directly or indirectly, so that State Civil Apparatus is not trapped in practical political interests.

Neutrality is the character and form of service provided by State Civil Apparatus to any political official, both from the ruling party and from the non-powerful party. The existence of a neutral State Civil Apparatus ideally will not reduce the

quality or provide special services to all political officials from any governing political party.

According to La Ode Muh. Yamin was quoted by the State Civil Apparatus Commission, that there are two main indicators of political neutrality, namely as follows: (1) Not involved, i.e. an State Civil Apparatus is not involved by being a direct part of the successful team of candidates for election participants. In addition, State Civil Apparatus is prohibited from using work uniforms or party uniforms that show partiality to certain political parties; (2) Impartiality, namely attitudes or actions taken unfavorably to one of the pairs of candidates by not using state facilities.<sup>[2]</sup>

To ensure the realization of a neutral State Civil Apparatus, it is necessary to have (1) Stability, which ensures that every State Civil Apparatus does not have to worry about his future and calm in pursuing a career; (2) Appropriate remuneration to ensure the welfare of State Civil Apparatus and their families, so that the desire to commit corruption, both corruption of office and corruption of assets is reduced; (3) Systematic and transparent promotions and transfers, so that every State Civil Apparatus can predict his future career and can measure personal abilities.<sup>[3]</sup>

The General Election of Regional Heads is an inseparable part of reforming the political system in Indonesia. This post-conflict local election system is a big leap in the democratic system implemented in Indonesia. One that surfaced and was interesting to observe was the link between the promotion mechanism for career officials in the bureaucracy and the post-conflict local election which gave rise to a new pattern of neutrality in the current reform era.

As a mechanism for directly electing regional leaders by the people, if there are no pairs of candidates competing in the regional elections who are currently holding positions as regional heads/deputy regional heads (incumbent), of course this issue of neutrality will not occur. Problems arise when the incumbent leader again fights in the post-conflict local election to maintain his leadership in the second five years, the incumbent leader can use the bureaucratic machine in the

region to smooth his steps to become a leader for the second time.

Regional heads who are still serving (incumbents) so as not to abuse the authority of their positions, including not using state facilities, not mobilizing civil servants to carry out campaigns to support incumbents, are required to take leave during the campaign period. However, on the other hand, there is Government Regulation Number 9 of 2004 concerning the Authority to Appoint, Transfer and Dismiss Civil Servants. In this regulation, it is stated that the Regional Head (Governor) is the supervisor of civil servants in the region. The Regional Head has the authority to appoint and dismiss civil servants who are considered disloyal to him.

This is where the dilemma experienced by civil servants to enforce their neutrality. Civil servants must choose whether to remain neutral and not take sides with the regional head (incumbent) who is a candidate for post-conflict local election, or civil servants must be involved in practical politics by supporting the incumbent. Consequently, if the candidate he supports wins, it means that his civil servant career will go up, and if he loses, then his civil servant career will end.

Political patronage (power) occurs because the Regional Head is a political official who also serves as the Personnel Supervisory Officer. Personnel Supervisory Officer has the authority and power to promote, transfer, demote State Civil Apparatus employees. This resulted in State Civil Apparatus employees in a dilemma situation. On the one hand, they must be neutral in the sense of not showing partiality to regional heads who ask for support during the Pilkada, on the other hand, their careers are in the hands of regional heads.

The facts above are not much different from the results of observations made by the author at the research location which shows that there are still state civil servants who are not neutral in elections, especially in the election of regional heads. The involvement of State Civil Apparatus in every stage of the election occurs and is not an open secret. This is certainly very worrying and if left unchecked will damage the government's efforts to reform the bureaucracy.

Based on the description above, the problem in this research is Is there a significant influence of the neutrality of the State Civil Apparatus on the Implementation of Democratic General Elections? While the purpose of this study was to determine the effect of the neutrality of the State Civil Apparatus on democracy in the General Election.

The hypothesis proposed in this study is that there is a significant effect of the neutrality of the state civil apparatus on the implementation of democratic elections in the former Madiun Residency.

## 2. RESEARCH METHODS

According to Suharsimi Arikunto, quantitative research methods are "quantitative research as the name implies, many are required to use numbers, starting from data collection, interpretation of the data, and the appearance of the results."<sup>[4]</sup>

Descriptive research according to Sugiyono, "This descriptive research method is carried out to determine the

existence of independent variables, either only on one or more variables (stand-alone variables or independent variables) without making comparisons of the variables themselves and looking for relationships with other variables."<sup>[6]</sup> This research is also a type of associative research (relationship). According to Sugiyono, "Associative research is research that aims to determine the relationship between two or more variables."

There are 2 (two) kinds of variables in this study, namely the independent variable and the dependent variable. The independent variable in this study is the neutrality of the state civil apparatus in the general election. While the dependent variable in this study is democratic elections.

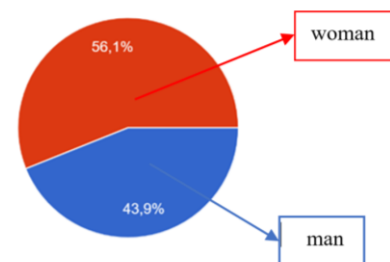
The population in this study is the state civil apparatus in the former Madiun Residency area. While the sampling technique in this study used the accidental sampling technique. According to Sugiyono, accidental sampling is a sampling technique based on chance, namely consumers who coincidentally/incidentally meet with researchers can be used as samples, if it is seen that the person who happened to be met is suitable as a edata source.<sup>[7]</sup> Based on the results of the study, there were 107 State Civil Apparatus respondents.

Data collection techniques in this study using observation, questionnaires, interviews and documentation. Before analyzing the data, the data quality test was carried out, namely validity and reliability tests. Besides that, the classical assumption test was also carried out which included linearity test and normality test. While the data analysis in this study used multiple linear regression analysis.

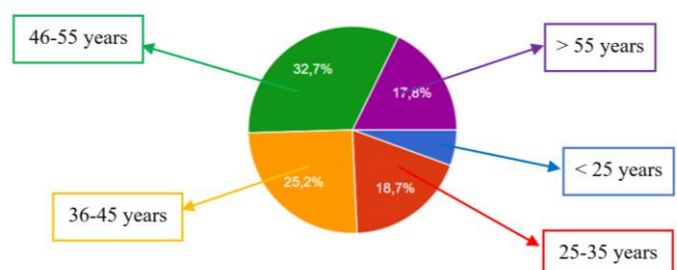
## 3. DATA ANALYSIS AND DISCUSSION

### 3.1 Characteristics of Respondents

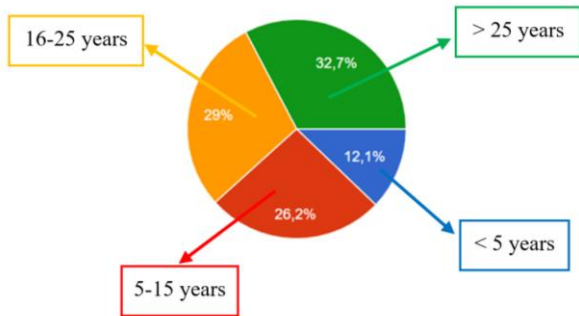
Characteristics of respondents by gender can be seen in the histogram below.



Based on the histogram image above, it can be seen that most of the respondents in this study were female (56.1%) while the male respondents were 43.9%. While the characteristics of respondents based on age can be seen in the histogram below.



Based on the histogram image above, it can be seen that most of the respondents in this study were between 46-55 years old (32.7%). Characteristics of respondents based on years of service can be seen in the histogram below.



Based on the histogram image above, it can be seen that most of the respondents in this study had a working period of more than 25 years (32.7%). Meanwhile, respondents with a working period of less than 5 years who became respondents were 12.1%.

**3.2 Research Data Analysis**

**3.2.1 Instrument Test**

The instrument test in this study used validity and reliability tests. The results of the validity test of the neutrality variable show that the calculated r value is greater than the r table, meaning that all items (items) of the research instrument have a "significant" relationship with the total score. Thus, 20 items (items) of the neutrality variable are "valid" or valid to be used as measurement instruments in this study. While the test of the validity of the democracy variable in the general election shows that the calculated r value is greater than the r table, meaning that all items (items) of the research instrument have a "significant" relationship with the total score. Thus, 12 items (items) of the democracy variable in the general election are "valid" or legitimate to be used as measurement instruments in this study.

The results of the reliability test of the neutrality variable (X) indicate that the question items for the neutrality variable are reliable and feasible to be used in research because the Cronbach alpha value is 0.741 > 0.6. While testing the reliability of the democracy variable in elections (Y) shows that the questions on the democracy variable in elections are reliable and feasible to be used in research because Cronbach's alpha value is 0.708 > 0.6.

**3.2.2 Classic Assumption Test**

A result and a simple linear regression analysis will be used as the basis for making conclusions if it has fulfilled several assumptions called the classical simple linear regression assumptions. The classical assumption test of simple linear regression in this study includes a normality test and a linearity test.

**3.2.3 Normality test**

Normality test is used to determine whether the data population is normally distributed or not. The normality test in this study used the Kolmogorov-Smirnov (KS) statistical test. The Kolmogorov-Smirnov test was carried out to further

confirm whether the residual data were normally distributed or not. The decision making criteria in the Kolmogorov-Smirnov test (explore analysis) is if the significance is > 0.05 then the data is normally distributed and if the significance is < 0.05 then the data is not normally distributed.

The results of the normality test show that the significant value of the unstandardized residual is 0.883, which is greater than = 0.05, meaning that the variables in this study are normally distributed.

**3.2.4 Linearity Test**

Linearity test is used to see whether the specifications of the model used are correct or not.[8] According to Priyatno, revealed that the linearity test aims to determine whether the two variables that will be subjected to correlational statistical analysis procedures show a linear relationship or not.[9] In this linearity test, the function used in empirical studies is either linear, quadratic or cubic. With linearity test will get results or information whether the empirical model should be linear, quadratic or cubic. The results of the linearity test of State Civil Apparatus's neutrality on the implementation of democratic elections are in table 1 below.

Table 1. Test the linearity of State Civil Apparatus neutrality on democracy in elections

	Sum of Squares	df	Mean Square	F	Sig.
democratic elections Between Groups (Combined)	4.760	18	.264	2,220	.007
neutrality State Groups linearity	3.114	1	3.114	26,144	.000
Civil Apparatus Deviation from Linearity	1,645	17	.097	.813	.675
Within Groups	10,483	88	.119		
Total	15,242	106			

Based on the table above, it can be seen that the Deviation from Linearity value is 0.675 which is greater than 0.05. So it can be concluded that there is a significant linear relationship between the State Civil Apparatus neutrality variable (X) and democratic elections (Y). The results of the linearity test obtained the calculated F value of 0.813 < F table of 3.931. Because the calculated F value is smaller than the table F value, it can be concluded that there is a significant linear relationship between the neutrality of the State Civil Apparatus and the implementation of democratic elections.

**3.2.5 Simple Linear Regression Analysis**

The results of the regression calculation between the neutrality variable of the State Civil Apparatus as an independent variable on democracy in elections as the dependent variable can be seen in the table below.

Table 2. Simple Linear Regression Analysis Results

Model		Unstandardized Coefficients		Standardized Coefficients	t	Sig.
		B	Std. Error	Beta		
1	(Constant)	2.425	.332		7.293	.000
	neutrality State Civil Apparatus	.419	.081	.452	5.193	.000

a. Dependent Variable: democratic elections

Based on the table, the simple regression line equation obtained in this study is as follows:

$$Y = 2.425 + 0.419 X$$

In accordance with the obtained regression equation, the regression model can be interpreted as follows:

- a. Constant value = 2.425. The constant value shows a positive value of 2.425. This shows that if the neutrality of the State Civil Apparatus is constant (zero), then democracy in elections in the Madiun Ex-Resident area has increased by 2,425.
- b. The value of the coefficient b = 0.429, means that if the neutrality of the State Civil Apparatus (X) increases by one unit, while the other independent variables are fixed, then democracy in the elections in the Ex-Residency of Madiun (Y) will increase by 0.429 units.

### 3.2.6 Hypothesis testing

Absolute hypothesis testing is carried out to prove whether there is a significant effect between the variables of neutrality of the State Civil Apparatus on the implementation of democratic elections. From the results of the calculations in Table 3 can be seen the value of t count for the variable State Civil Apparatus neutrality of 5.193 is greater than t table = 1.982 with a significant level of 0,000 or 0%. Thus, it can be concluded that there is a positive and significant influence of the neutrality of the State Civil Apparatus on the implementation of democratic general elections in the former Madiun Residency.

### 3.2.7 Analysis of Standard Error of Estimate

Standard Error of Estimate is used to measure the variation of the actual Y value from the regression line so that the representative level of the regression line will be known. The results of data processing in the Summary model section can be seen in the following table.

Table 3. Model Summary

Model	R	R Square	Adjusted R Square	Std. Error of the Estimate
1	.452	.204	.197	.33988

a. Predictors: (Constant), neutrality State Civil Apparatus

Based on the table above, it can be seen that the Standard Error of Estimate value in simple linear line analysis is 0.339. This shows that the variation of the actual Y value of the regression line is 0.333. The size of the Standard Error of Estimate of 0.333 indicates the magnitude of the deviation of the purchasing decision variable from the regression line.

### 3.3 Discussion Of Research Results

Bureaucratic neutrality is the most important thing for a State Civil Apparatus. The importance of neutrality in the Indonesian bureaucracy has even become a fundamental part of the bureaucratic reform scenario. The aim is to stabilize the professional bureaucracy, which means the bureaucracy is neutral from the politics of politicians' interests.<sup>[9]</sup>

The State Civil Apparatus is basically a servant of the state and public servant. The smooth implementation of government tasks and national development is highly

dependent on State Civil Apparatus. One of the efforts to maintain the professionalism of State Civil Apparatus is the enactment of Government Regulation of the Republic of Indonesia Number 37 of 2004 concerning the Prohibition of Civil Servants from becoming Members of Political Parties, the point of which is that State Civil Apparatus are prohibited from becoming members and or administrators of political parties. Bureaucratic neutrality is clearly regulated in Law Number 5 of 2014 Article 9 paragraph (2) which states that State Civil Apparatus Employees must be free from the influence and intervention of all political groups and parties.

The issue of State Civil Apparatus's neutrality in elections is an important thing to pay attention to. Although State Civil Apparatus has the right to vote in elections, they are required to be neutral and professional in carrying out their duties and roles, namely implementing public policies and providing public services to the community without being involved in the practical political process on the election agenda. If the State Civil Apparatus is not neutral in the political process, of course there will be a negative side, such as abuse of authority to support candidates for election participants. On the other hand, State Civil Apparatus's attitude that is not neutral in elections will certainly hamper performance and can harm the community as recipients of public services.<sup>[10]</sup>

Based on the results of the hypothesis test, it can be seen that the t-count value for the neutrality of the State Civil Apparatus is 5.193 which is greater than the t-table value = 1.982 at a significant level of 0.000 or 0%. Thus, it can be concluded that there is a positive and significant influence of the neutrality of the State Civil Apparatus on the implementation of democratic general elections in the former Madiun Residency.

The results of the Standard Error of Estimate analysis in simple linear line analysis obtained a value of 0.339. This shows that the variation of the actual Y value of the regression line is 0.333. The size of the Standard Error of Estimate of 0.333 indicates the magnitude of the deviation of the purchasing decision variable from the regression line.

The results of this study are in line with Tatang Sudrajat's research entitled Neutrality of Civil Servants and the Future of Democracy in Simultaneous Regional Elections 2015. The results can be concluded that civil servants who are neutral during the elections will be the main support for democratization in the administration of local government. Civil servants as a neutral government bureaucratic apparatus will strengthen their role as implementers of public policies, public servants, as well as glue and unifier of the nation.<sup>[11]</sup>

The research findings are also reinforced by the opinion of Siti Zuhro who said that one of the reasons for the importance of bureaucratic neutrality is because it builds a healthy democratic climate, not dragging the bureaucracy into politics.<sup>[12]</sup>

Thus it can be concluded that the neutrality of the state civil apparatus can support the realization of a democratic regional head election in Magetan District, Magetan Regency

#### 4. CONCLUSION

Based on the discussion of the research results, it can be concluded that there is a positive and significant effect of neutrality of the State Civil Apparatus on the implementation of democratic elections in the former Madiun Residency.

#### 5. ADVICE

In an effort to create a neutral State Civil Apparatus and conduct democratic elections, the following suggestions are submitted:

1. It is necessary to carry out serious and serious guidance from the Civil Service Guidance Officer to the State Civil Apparatus regarding the importance of State Civil Apparatus neutrality in the context of creating democratic elections.
2. The Civil Service Development Officer should be serious about giving administrative sanctions to State Civil Apparatuses who violate neutrality.
3. The supervisor of the State Civil Apparatus should be held by a career official (eg the Regional Secretary), so that State Civil Apparatus's neutrality is not interpreted as an attitude of loyalty to superiors (political elites).

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