

The Influence Of Public Administration On Political Education

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Abstract

5 Basic Principles of the Republic of Indonesia, which is a guide for every Indonesian how to live as a community and in a nation and for every governmental service and for every state institution at central or regional level for its implementation, truly and completely. Further more MPR assigned the President as having full power, or the President together with the DPR (House of People's Representatives) to endeavour P4 be implemented as best as possible, but always within the existing laws. Political education in Indonesia before July 5, 1959 (i.e. the Political education according to the UUDS (Provisional Constitution) depended largely on the support of the House of Representatives (DPR) also on the position of the Minister. In Indonesia before simplification of the Party System, there were so many parties (multi-party system) that there was no party being a majority party able to form a Government without the cooperation of other parties. As a consequence, the foundation of a government (cabinet) on a cooperation/coalition of several parties, followed by the distribution of certain Ministerial seats which later were represented in Government, so that the Department (or Ministry) in question seemed to be "owned" by the Party and the functions within the Ministry in question were occupied mostly by party members or at least by those sympathizing with the party.

Keywords: Public Administration, Political Education

Introduction

Majelis Permusyawaratan Rakyat (MPR = People's Consultative Assembly) Decree number II/MPR/1978 decreed a Pedomanan Penghayatan dan Pengamalan Pancasila – P4 [Ekaprasetia Panca karsa] (Directive how to live in accordance with and put into practise Pancasila = 5 Basic Principles of the Republic of Indonesia, which is a guide for every Indonesian how to live as a community and in a nation and for every governmental service and for every state institution at central or regional level for its implementation, truly and completely. Further more MPR assigned the President as having full power, or the President together with the DPR (House of People's Representatives) to endeavour P4 be implemented as best as possible, but always within the existing laws.

The next step for the President is to establish a Badan Pendidikan Pelaksanaan Pedoman Penghayatan dan Pengamalan Pancasila (BP7 = Supervisory Body on the Application of Guidance in the Living in and Practise of Pancasila) by way of Presidential Decree Number 10 of 1979. BP7 is a non- departmental governmental institution and of course also being a Public Administration Body. Subordinate and direct responsible to the President . with the assignment to implement P7 among the people based on the policy determined by the President (Art. 4, Presidential Decision . Other Public Administration tasks are accomplished through the so-called PMP (Pancasila Morality Education) in the schools at all levels. which are measures to keep Pancasila alive in the younger generation which hopefully may blossom among the people at the time they enter the community. Preventive measures taken by the Administration are courses in National alertness and action taken to avoid foreign ideological pollution to the National Pancasila ideology in order to preserve the Pancasila values. In short can be said that through government policy and national administrative measures the National Pancasila ideology may be cultured in the Indonesian society. The reverse can happen if the Public Administration does not take exact measures, the Pancasila ideology may wane and be crowded out by other ideologies.

Meaning of Politics

Prior to discussing the influence of politics on the Public Administration, it is necessary to explain the meaning of politics In connection with the explanation in Chapter II, in particular page 24, it is evident that as a political function they are efforts to formulate the will of the state.

Thus politics are interconnected with the the State and of course also with government and authority. On the contrary, as a function The Administration is an effort to implement the execution of the will of the state. Thus can be summarized that politics and administration are closely related to each other; politics form the base pillar of the Administration and the Adminstrtrion is the extension of politics. One writer said that politics and administration form both sides of the same coin.

As comparison , hereby is given the meaning of politics from a different point of view. Etymologically politics comes from the Greek word “polis”, meaning “city” or “city state”. From the word polis is derived the word polite, meaning citizen, politikas or citizenship, politike techne meaning political skill, furtheron the Romans took over the expression and named the knowledge about state matters arspolitica or skillful knowledge on matters of state. Therefore it is safe to assume that pollitics is a term related to matters of state and government.

The Influence of Political Education on Public Administration

Political education in Indonesia before July 5, 1959 (i.e. the Political education according to the UUDS (Provisional Constitution) depended largely on the support of the House of Represen- tatives (DPR) also on the position of the Minister. In Indonesia before simplification of the Party System, there were so many parties (multi-party system) that there was no party being a majority party able to form a Government without the cooperation of other parties. As a consequence, the foundation of a government (cabinet) on a cooperation/coalition of several parties, followed by the distribution of certain Ministerial seats which later were represented iin Government, so that the Department (or Ministry) in question seemed to be “owned” by the Party and the functions within the Ministry in question were occupied mostly by party members or at least by those sympathizing with the party. In an extreme condition sometimes the seatings were made with disregard of the norms of employment, stipulated in the regulation of existing laws. As a further consequence thereof, the ministerial staff in question was incapable, the employee assignment wrong, making the Administration less or even not efficient at all.

As the Miniserial seat very much depended on the political Constellation which regulated cooperation of the parties supporting the governmen, it may happen that the Minister in charge resigned and left so that the employees appointed by him who usually were party members also left with him. The replacing Minister coming from another Party did the same as his predecessor by assigning jobs to fellow party members. Thus came into being what is known as employee compartmentization based on one certain party only. Thus influencing coperation between employees in running the Services and organizations under control of the Minstery. And so onward this practise was repeated each time a Minister was replaced so there was an employee surplus in the Ministeries as employee appointment was not made in accordance with existing employment norms, sometimes without any consideration at all resulting in a swollen amount of employees which in turn increased enormously the National Budget deficit rate which at that time was covered by printing more money, further resulting as may well be expected in a spiralling inflation caused by the increased money circulation without a balancing increase of production which may equalize the flow of goods.

At the institutional aspect the following development occurred. As the Public Administration is controlled bypolitical officials oriented to a certain political party, often happens that a new agency/institute or unit was created in the Ministerial Department, which covered the real intention of placing party mrmbers in those newly founded agency/institution or unit. Gradually appeared a very ineficient administrtion organization with obscure duties and function. Besides, doublures occurred where several organizations have the same duties and function, excessive bureacracy was rampant slowing down the work progress and also causing abuse of authority.

In view of the abovementiod can be imagined how far the influence of party education in the era before July 5, 1959 was on the Indonesian Public Administration, in particular on personnel administration. Evidently the influence was negative as it resulted in a not or not

enough functional Public Administration as a “public service”, but functioned more as a tool for the political party as it disregarded all efficiency and functional values. The “spoil system” took place in personnel administration, although it was not done openly, in accordance with Prof. Riggs’ observation that one of the characteristics of a developing country was “formalism”, meaning that formally there are rules (norms) on certain matters, but it should be admitted that although employment norms (rules) are established towards a “merit system” with the principle of “the right man in the right place”, very often these norms are ignored, even considered as not existing at all.

In the era of the New order, measures were taken to reform Public Administration towards the establishment of a healthy one, by diminishing the influence of political parties. At cabinet level was formed a Ministry for the Reform of Public Administration in the Development Cabinet (Kementerian Penertiban Aparatur Negara) on June 10, 1968. The efforts to reform the Public Administration comprised several fields:

(1) Organization

Among other things comprising re-functionalization, re-structurization and placement. In restructuring the basic duties and function of several government institutions (departments and non-departmental institutions) were reformulated, making them more exact and clear. The functional duties of government which basically consisted of a regular function and a development function, were divided –up between government institutions; likewise was done with the duties and functions of a department or non-departmental institution (in a department between existing components or units).

(2) Education and work procedure

Among other things comprising relations, de-bureacratization/ de-control and implementing the O and M (organization and method) function, job relations, the bases of which have been established since the beginning of the New Order but more defined by stipulating exactly the hierarchical or vertical relation between master and sub-ordinate (Minister and Secretary General, Inspector General, Director General and further downward till the lowest level). In this connection clearer stipulated the authority and responsibility of every official/employee. Except the vertical relation is also defined the functional or horizontal relation between individual units or departments.

(3) Personnel

Covering improvement of compensation, improvement of quality, capability, etc. The effort to improve employee compensation had government’s full attention by granting a multiple salary raise some time ago. The last was in 1977 with PP (Government Regulation) Nr. 7 where was stipulated a maximum salary of Rp. 120.000,-. Nevertheless the salary plus other income of a civil servant donot provide him a decent living. This reflects on the standard of living of the whole population, which is still low, while the national budget doesn’t permit a higher salary to the civil servant to ensure him a decent living. Indeed the number of civil servants is sufficiently high compared to the ability of the Government to obtain funds for the civil servant .

(4) State Enterprise

State enterprises have been divided into 3 kinds of groups: the PERJAN (State Company), PERUM (Public Corporation) and PERSERO (Business Enterprise). Besides, simplification of state enterprises has been made by dissolving the General Board of Directors in State Enterprises and BAPUSKOPDA (?)

What has been done at central level was usually followed at regional level. The organization and working method at provincial, municipal and kabupaten level has basically been equalized throughout the Indonesian territory. Also the organization and working method of the Government at Kecamatan level, The personnel sector has been reformed by way of establishing a formation although still temporarily. The authority to employ and discharge for each regional employee rank which is carried out through executive courses, is with the Head of the Region. The assisting element for the regional head are the Regional Secretariat, the regional inspectorat, the Regional

Board of Development Planning and the main executors are the Offices and Directorates. Likewise, restructurization is carried in the vertical bodies.

The Public Administration Influence on Political Education

The Public Administration influence on political education can be traced to its point of departure, the Governmental announcement of November 3, 1945 containing the proposal to establish political parties. The political parties officially formed after the announcement were: Masyumi, PKI, PBI (Labour Party of Indonesia), Partai Rakyat Jelata, Parkindo, PSI, Partai Rakyat Sosialis, Partai Katolik, Permai (Partai Rakyat Marhaen Indonesia) and PNI. In the next developments, the amount increased through the establishment of new parties and the splitting of existing parties, until finally at the 1955 General Election they numbered more than 27 parties. After the House of People's Representatives was formed, consisting of the representatives of the political parties, the amount of which was so large, that factions were established amounting to 19 only, by a fusion of representatives of several small parties forming one faction. However, this kind of party education could, according to the opinion of the government, not fully guarantee a National unity and unification, in the pursuit of the aspiration of the people. Based on Presidential Decree Nr. 7 of 1959 on the conditions and simplification of the party system and Presidential Regulation Nr. 13 of 1960 concerning Recognition, Supervision and Dissolution of Parties, efforts on party simplifications were made so that their number lowered but still was somewhat high, viz. 10.

After an intensive discussion, the parties concerned, supported by the Public Administration, agreed on a fusion of Islamic oriented parties becoming one party, likewise, the remaining parties were to be united in one party too, thus resulting in 2 political parties and Goloongan Karya (Functional Group). The two political parties in question were the United Development Party (P3) and the Democratic Party of Indonesia (PDI). Thus was accomplished a Political Education, like nowadays, supported by three social powers. This could only be accomplished because of the influence of the Public Administration, a division within the Department of Home Affairs.

In order for the Party Education to continue, the Government, through the Public Administration provided financial support and other facilities for the management to be able to continue developing the party, provide service to solve internal party problems, etc. This kind of political education agrees with the National Pancasila ideology which is based on *kekeluargaan* (familiality) and *gotong-royong* (mutual cooperation). With three social political powers the concept of *kekeluargaan* (and *gotong royong* is more clearly shown compared with 10, even less with 25 social political powers.

The Influence Of Economy on Public Administration

In this connection economy is generally understood as a human effort to satisfy need through production distribution and then consuming the goods and service. Thus, every community, modern or primitive, knows economy in accordance with its level of development and conception of life. Economy in this context is called substantive economy. So we know Closed Economy, Exchange Economy, Free Economy, Central Economy, etc.

Indonesia's economy is based on the Pancasila, guided by the principle of *kekeluargaan* and *gotong-royong*, further outlined in Article 33 of the 1945 Constitution, i.e.: Economy is compiled as a mutual effort, based on the principles of *kekeluargaan*, para. (1). Production branches important to the State and controlling the standard of living of the multitude, are controlled by the Government, para. (2). Land and waters and the natural resources contained therein are controlled by the Government to be used for the benefit of the people at large, para. (3).

From the stipulation in Art.33 of the 1945 Constitution mentioned above, can be summarized that the bases of our economy are: Cooperation Enterprises, Government Enterprises and Private Enterprises. Such economic look is not based on free private enterprise where the Government as much as possible does not interfere, also not based on the Government's only

decision on what to be produced and what to be consumed like in a fully planned economy. Indonesia's economy is based on a balanced one between the cooperative, government and private sector in the framework to achieve the highest prosperity for the people.

Secondly, Indonesia's economy is classified as a developing economy with the emphasis on the agrarian sector for a dense population and therefore did not reach a high productivity. Nevertheless among the nations with a population of low density, Indonesia's per capita income of 300 is considered the highest, as mentioned briefly above, but its standard of living on the whole is still low, which naturally very much influences the ability to support the National Budget in funding the operation of the Public Administration.

Thirdly In the present National development the emphasis is on economic development, carried out in planned stages. For this kind of development is required "a very large investment derived from domestic sources with foreign aid as a supplement". It is clear that to carry out this staged and planned National development in which is needed a large amount of domestic and foreign capital investment, is required a Public administration Education capable to support this development.

Fourthly in the implementation of Pelita III (five years' development) the development based on the development trilogy: equalizing development and its products, a sufficiently high economic growth, a sound and dynamic National stability. In the scope of realizing equalization of development and its products are created eight tracks of equalization, viz.: equalizing the fulfilment of the basic needs of the people at large, especially food, clothing and housing, equalizing the opportunity of receiving education and health care, equalizing the distribution of income, equalizing the opportunity to participate in development, in particular for the younger generation and women, equalizing the dissemination of development throughout the country, equalizing the opportunity to obtain justice.

Considering the abovementioned we will observe how far economy influenced the Public administration, directly or indirectly. Next follow a few economic factors influencing the Public Administration.

- 1) As stated above the economy of Indonesia is not based on market or free economy (like in the USA), nor on central economy of an etatistic design (like in the communist countries), but based on Pancasila values which are spelled out in article 33 of the 1945 Constitution. Such economic basis has an impact on the Public Administration where in the framework of realizing a "joint enterprise based on the principle of kekeluargaan", or to be exact, a cooperative enterprise, so that the Government since the beginning has prepared a Public Administration equipment to cultivate cooperative enterprises. The Public Administration unit assigned to carry out this intention experienced its ups and downs, starting from only an office as part of a Department, later-on, together with Transmigration and Rural Population Development upgraded to the Department of Transmigration, Cooperative and Rural Population Development (Transkopemada) in the First Presidential Cabinet, after the return to the 1945 Constituion, for a while integrated into the Department of Home Affairs, then united with 'manpower force and transmigration' within the Department of Manpower, Transmigration and Cooperatives (Depnakertranskop) in the second Presidential Cabinet and finally, together with trade integrated into the Department of Trade and Cooperatives (Depdagkop) in the third Presidential Cabinet. Apart from the fact being entered/integrated into any Department whatsoever, the Public Administration unit handling cooperatives always got the governments's attention and was continuously perfected and improved by allotting sufficient funds in the National Budget. In fact, lastly it seemed necessary to appoint a Junior Minister for Cooperative Affairs in the framework to intensify the efforts to develop cooperatives; explicitly can be said that with the presence of a Department of Cooperatives complete with Public Administration equipment is the influence of cooperative efforts as realization of the aspiration of a "joint effort based on the principle of kekeluargaan".

- 2) For the country important production branches influencing the standard of living for the multitude should be under State control, requires Government participation representing the State in order to actively doing business in the field of economy. This manifested in the form of the State Enterprises or “public enterprises” under the auspices of several Departments, for instance the State Electric Company (PLN), the National Petroleum and Mining Coy. (Pertamina) and so on, resorting under the Department of Mining and Energy; the State Railway Company, the Telecommunication Public Company, the Garuda Indonesia airline company and so on under the Department of Communication. Too many to mention all of them one by one. Essentially those companies cover attractive productions: in industry, trade, services, banking and finance. As mentioned above, our economy is still developing but not yet able to create a high standard of living for the people. Naturally this condition does not make it possible for the Government to collect funds (tax, duty and so on) sufficiently large to finance the Public Administration’s operations for the procurement of equipment as well as for employee salaries. As a consequence the supply of equipment still does not meet the standard of requirements.

The Influence of the Public Administration on Economy

In studying the influence of the Public Administration on economy, several matters can be put forward such as: the National Budget in the era of the Old Order was oriented on the work program so that without taking account of the income, exceeded the limits of National income in the execution of this program. In other words a deficit spending policy was carried out, covered by requesting a loan advance from the Central Bank, which in turn resorted to printing new money, causing an increase of the money flow, which really should not be questioned if the increased money flow is invested in the productive sectors which within a relative short time will produce goods and service, the flow of which, compensating for the increased money flow. However, this did not happen, the increased money flow for a part to meet the consumptive expenses on salaries and so on and for another part to finance the so called “light house” or prestige projects, which do not or not sufficiently, produce goods and services.

Conclusion

Many things of the economic factor influence the Indonesian National Education. In the first place should be studied that the base of the Indonesian economy is not the free economy of the USA, controlled by freely formed market prices, also not on the etatism economy, where control is fully in the hands of the authority by means of several rules and policies. Indonesia’s economy is based on the values of Pancasila which is derived from the principle of kekeluargaan and gotong-royong. Further outlined in Article 33 of the 1945 Constitution, i.e.: Economy is compiled as a mutual effort, based on the principles of kekeluargaan, para. (1). Production branches important to the State and controlling the standard of living of the multitude, are controlled by the Government, para. (2). Land and waters and the natural resources contained therein are controlled by the Government to be used for the benefit of the people at large, para. (3). With so many political parties it is felt that national unification and unity are still not guaranteed especially to support the efforts of development. Therefore, further efforts are made by the Public Administration to simplify the number of parties

After an intensive discussion, the parties concerned, supported by the Public Administration, agreed on a fusion of Islamic oriented parties becoming one party, likewise, the remaining parties were to be united in one party too, thus resulting in 2 political parties and Goloongan Karya (Functional Group). The two political parties in question were the United Development Party (P3) and the Democratic Party of Indonesia (PDI). Thus was accomplished a Political Education, like nowadays, supported by three social powers. This could only be accomplished because of the influence of the Public Administration division within the Department of Home Affairs,

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