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2012 International Conference on Public Organization (ICONPO)

New Challenges for Public Organizations: Going beyond the New Public Management

May 11, 2012

4-18 Memorial Hall Auditorium
Political Science & Economics Building(Room 507), Korea University

Host Organizations;
BK21 ERGAHPH, Korea University, Universitas Muhammadiyah Yogyakarta, Universiti Utara Malaysia, Universitas Ngurah Rai, Thammasat University, Mindanao State University

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The 2nd International Conference on Public Organization (ICONPO)

New Challenges for Public Organizations: Going beyond the New Public Management

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INFORMAL POLITICS IN INSTITUTIONALIZATION AT YOGYAKARTA LOCAL GOVERNMENT IN THE ERA OF HERRY ZUDIANTO

Erni Zuhriyati
Lecturer, Muhammadiyah University of Yogyakarta, Indonesia

Abstract: This study aims to track the efforts of Yogyakarta Local Government in the Era of Herry Zudianto for institutionalization to the new values in the social context of political change. In the effort to institutionalize the new value, the Yogyakarta Local Government in the Era of Herry Zudianto pursues a multi-dimensional formal way, such as organizational regulations and legislation. However, success also lies in the process of informal methods, namely through a method that emphasizes a personalized approach, communication and culture Yogyakarta. Theoretically, the method is to affirm the theory of institutionalization B Guy Peter as saying that the process of institutionalization in the context of the change can be successfully done if efforts the autonomy process, adaptation, creative activity and create coherence between actors. Institutionalization in the case of the informal political communication with government officials, the mayor and citizens, coffee morning, ketoprak bureaucrats, sego segawe, coastal puppet, Mayor Greets, and so on.

Institutionalization is a process of significant change in the performance of government reform efforts in Indonesia, because in the process there is an attempt to internalize the new values towards the performance of government more democratic, transparent and accountable. Governance reform is not enough just to make the change of organization or a formal assessment as required under the Good Government paradigm, but the most significant reform is the effort to change the paradigm of performance and internalize the values and changes of government performance.

This study is a qualitative research with interpret data obtained from interviews with informants in the Local Government of Yogyakarta and secondary data analysis writing and documentation.

Keywords: Informal Politics, Institutions, Institutionalization

INTRODUCTION

This study discusses the forms of activity and informal approach in the local government of Yogyakarta. Informal methods are designed in a horizontal relationship between the structures of local government organizations. The method is constructed to institutionalize a new value in the institutional organization of local government into the realization of effective governance.

With this approach, the Local Government of Yogyakarta is relatively successful in realizing the reform of government that is transparent, accountable, clean, and received an award in a variety of performance assessments of government, although it is possible that the practice of corruption and the formalization of the system is still happening.

The process of institutionalizing values for democratic, accountability, and transparency in governance reform to be realized with the informal political instrument is a method of instituting a rule in the changing context.

In effect, the organization will be managed to an institutional rules or norms by:

a. How do they make decisions autonomously to be taken in the organization.

b. Capable of adapting to change is happening or the surrounding context.

c. Capable to do more structures complex, more creative activities.

d. Coherence among its members. (B Guy Peters, 2000, p 8)

A. PROBLEM FORMULATION

From the above background, this study was to answer the research question is: "How the City Government of Yogyakarta institutionalized new value through informal politics".

B. FRAMEWORK THEORY

B.1. Informal politics

Besides the formal politics is summed up in the formal state institutions, there are informal politics. Informal politics is a form of politics that are outside official channels within the framework of interaction between community and government organizations with a formal inter governmental organizations. Informal politics is the interaction between government and society in order to process creation and execution of a binding decision on the informal goodness. Informal political compensate for the lack of specific formal processes, increase efficiency, reduce the decision-making, or facilitating the negotiations, in the second scenario. Informal political will replace the dysfunctional process is generally more formal and binding regulation and result in a decision in and of itself together so arranged in non-formal institutions. (Christine Reh, 2008, p 6).

Latin America, Eurasia, Africa and Asia, which resulted in the conclusion to the institutional persons that political in a country that is not adequately explained by the design of formal politics, and many of the rules of the game of political behavior is guided not only by formal written rules but it is bound by informal rules, for example patterns of clients and patrimonialism to the rules of the legislature, or a form of incentive actor with a strong and systematic manner. Unwritten rule that this is what is actually being followed by Guillermo O'Donnell called informal institutions. (Gretchen Helmke and Steven Levitsky, 2003, p 4)

As for the forms of informal politics, is clearly visible in the informal institutions. Helmke and Levitsky define the institution or institutions as the informal social rules, usually unwritten that is created, communicated and enforced outside the official channels. (Gretchen Helmke and Steven Levitsky, 2006, p 41). Guillermo O'Donnell and Douglass North argues that informal institutions or regulations made, communicated, and enforced outside the official channels, or sanctions, as important as institution or rules of the game in the formal structure. (Gretchen Helmke and Steven Levitsky, 2006, p 1).

Based on the convergence and effectiveness of formal institutions, it can be divided into:

1. Complement formal institutions, for examples norms, routines, and operating procedure, encourage efficiency, and could serve as a foundation for a formal institution, create or reinforce incentives (playing a key role) in the context of compliance to formal rules.

2. Accommodate formal institutions, create incentives for behavior, behavior which could indirectly alter the substantive effect of formal rules.
3. Replace the formal institutions and is the result of a formal inneffective rules and divergent outcomes. Incentives are not created within the framework of effective rules. For example: patrimonialism, political clan, clan politics, corruptions so that law-abiding, there must be violence (violation) first.
4. Be a formal competition. Appear in a state where the formal rules, formal rules are not enforced routinely, weak state structures, and lack of authority is weak authority (see more Gretchen Helmke and Steven Levitsky, 2006, p 13-19)

B.2. Institutionalism

Adherent to understand institutional, libertarian political theory arises from the history as a moral purpose will be established in practice. Because these moral ideals can repeatedly give birth to new problems, the wide range institutional strategies are needed to help solve it (David E Apter, 1985, p 135).

Talcott Parson uses the basic opinion about the culture or the culture of the institution to examine the relationship between the organization and its environment, a norm in a particular value of each organization to gain legitimacy or recognition, thus becoming the main pattern of the institution (W. Richard Scott, 2001, case 25) Furthermore, Parson added that institutional structures are more the norm in providing not only the legitimacy of the existence of organizations, but more specifically, each organization recognizes as a major functional patterns that can be done primarily for implementing certain values. (W. Richard Scott, 2001, p 26).

Neo institutionalism are become a new paradigm to provide further contextual behavior reactionary theory of dominance. In political science and sociology, the theory is divided into three mapping neo institutionalism namely sociological institutionalism, historical institutionalism and rational theory of choice. Sociological institutionalism focuses on the ways institutions to provide identity and meaning of social interaction, and on how institutions affect the choice and the identity of the actor (Korpi, 2001 as quoted by Kurniawan, 2009, p 21). Organizations often have to change to respond to the pressure and the values determined by the people around him (Champbell, 2004, as quoted by Kurniawan, 2009, ibid, p 22). Institutions provide a pattern or moral template and cognitive identity and create options for action (Nanang Indra Kurniawan, 2009, p 26).

Historical institutionalism focuses on a more thorough analysis of the workings of the machine and governance regime. Particularly how it all works two structures is the reference that is formal and informal structures. (W. Richard Scott, 2001, p 33). While the theory of rational choice to say that the orientation of the institutions of government or legal system is the representation of rational construction that is built from individual views to support or secure its interests. This approach is a representation the workings of the economic premise. (W. Richard Scott, 2001, p 34).

B.3. Institutionalization in the Context of the Change.

According to sociological institutionalism, institutions will experience institutional changes as a shift in cognitive structure embodied in the values and identity, both of which occur in the internal organization, as well as the organization's environmental impact. The organization will adopt the normative ideas about good and bad things that thrive in its environment (Scott, 2000, as quoted Nanang Indra Kurniawan, 2009, p 22-23).

Guy Peters explains more about the operational success of the institutionalization process in an organization in the changing context is to:

a) How do they make autonomous decisions to be taken within an organization.
b) Ability to adapt to changes taking place or the surrounding context
c) Capable to do more structures complex, more creative activities.
d) Coherence between the members (B Guy Peters, 2000, p 8).

C. Research Methods

Research conducted in this study is qualitative research. Qualitative research is a type of researches that the findings are not obtained through statistical procedures or any other count. The data are not numbers form but more of a narrative, description, story, written documentation, and not written. Qualitative research attempts to understand social phenomena through a holistic picture of the object of study in a specific context in which natural (Lexy J Meleong, 2005, p 6)

D. BUILDING A WAKAF PARADIGM

Yogyakarta's paradigm in governance reform can be analyzed as a building that provides the foundation of performance, provide a framework and provide direction behavior. He is a way of looking someone in the value of behavior does. The paradigm also provides purpose, motivation to act and make sense of any work performed by government officials of the city.

Institutionalization process begins when Herry Zudianto elected as mayor trying to build a new paradigm. Paradigm is formulated in a waqaf (sacrifice for the good of society and the state). (Herry Zudianto, 2008, p 38). Endowments there are four pillars in the paradigm, ie a horizontal rule, informal approach to institutional, government is the servant of the people and work is worship. The four pillars of the paradigm is the first process, or entrance used by Herry Zudianto to institutionalize the new values are more conducive to the demands of society in the reform era, in which the government must be democratic in accommodating the aspirations of the community, more accountable and transparent.

E. INFORMAL POLITIC WITHIN CONDITIONING INSTITUTIONALIZATION: INITIATIVE AND AUTONOMOUS ADAPTATION PROCESS

Conditioning is a process for conditioning to the new values can be realized with relative ease. By informal methods, such efforts to complete the formal or official channels such as changes in legislation or codes of the organization. Theoretically, the conditioning process is the implementation of the theory of B Guy Peter as saying that the success of institutionalization in the changing conditions can be successful if it meets the four elements of the autonomous initiative, the adaptation, creative activity and coherence among actors.

E.1. AUTONOMIC INITIATIVE

Herry Zudianto and stakeholders, autonomously, making decisions to make informal instruments in the framework of the institutionalization of governmental reforms. The instrument is at the initiative of Mr. Wali himself, in order institutionalized values. There are no guidelines for the scheduled event from both central and provincial governments. (Interview with Mr. Herman Edi Sulistio, SH, Mr. Danang Subagjono, SE, Head of Economic and Revenue, and Ir Setyowacono Day, MT, Head of Asset Building and on 3 November 2010).

Through informal dialogue with society through SMS or UPIK complaint, the government sparked an idea to build an autonomous means of education but is packed with entertaining manner.

E.2. ADAPTATION PROCESS OF SOCIAL POLITICS IN INDONESIA

The event is informal, to follows communication between governments, between the executive and the legislature between government officials themselves, and between government and society. According to the Head of Regional Income and Assets, the creative process is an art to communicate the government built the city of Yogyakarta. Coffee mornings are packed with a relaxed, intimate and full of family was created to establish effective communication between the members of government and public officials. Of the event there are close ties between government and communities and build trust, trust of the community. Community also came to support government policy because they believe and know the objectives to be achieved.

Morning Coffee is packaged in two forms, namely agenda:

a. Coffee Morning held a working visit to a government agency or department of the city. On the agenda, Mayor Deputy Mayor, District Secretary, and Chief SKPD together to ride a bike with batik clothes and went to the Chairman and members of the Parliament of Yogyakarta to the specified location, such as that conducted in August 2010, a visit to the Department of Tourism and culture.

   There they held a dialogue around the issue of tourism with a relaxed and intimate. They sat lesehan with modest dish of Yogyakarta, which is boiled bananas and boiled peanuts. They sat with the blend, that are not insulation formal protocol and exchanging thoughts in a relaxed atmosphere. They sat with intermittent advance of the executive and legislative branches, they even get food to each other without any formal atmosphere as was done in coordination meetings, hearings or plenary commission.

b. Connect Morning Coffee or village, which held a working visit to the community, especially a lot done in the early period Herry Zudianto leadership. Mayor, Deputy Mayor and Chief SKPD biking to carry out visits to all districts. By riding a bike, party to a place specified and there is a dialogue with citizens. Executive presented the policy and its work program following the allocation of funds to the community, so people know what the government's policies to be implemented. In socialization, every free citizen aspirations, ask, ask suggestions, criticisms and suggestions to the government, while the government responded immediately to appropriate areas of work on related SKPD.

F. CONDITIONING INSTITUTIONALIZATION: CREATIVITY AND INNOVATION COHERENCE

F.1. INNOVATION AND CREATIVITY CULTURE-BASED LOCAL WISDOM

Transformation of the delivery of innovative value of fresh ideas in the city with free service Yogyakarta, for example UPIK (means of community complaints through the Internet, on-line and SMS), Yes 118 (emergency response to accidents or ill patients 1x24 hours), Tax The United Nations is on-line, Psychological services in health centers, home Recovery Nutrition, Department of Integrated Licensing, Sego Segawe (Bikes To Make School and welcome), Smart Park, Segoro Amarto (economic empowerment bases mutual aid societies), city park, community-based order, Rusunawa, Arts and Crafts Center-based One Stop VIDEOS (what to see, what to do, what to buy), Yogya Carnival, and so on.

Cultural approach is also often done for example by organizing events Kethoprak bureaucrats. Kethoprak are acting of Yogyakarta. Kethoprak typical art or drama typically portray a particular theme or play on the stage, with the clothes and the name of the cast of Yogyakarta. In his tenure Zudianto Herry has several times held the event which was broadcast on TVRI Yogyakarta. Kethoprak was acted by the bureaucracy and the legislature in an effort to inform the policy of the City of Yogyakarta. (Interview with Ms. Widyastuti, SS, M Hum, Tourism Office Staff, dated October 24, 2010)

Anniversary of the city of Yogyakarta is also packed with the feel of a culture steeped in Yogyakarta, for example, the city of Yogyakarta anniversary ceremony conducted by wearing traditional dresses Yogyakarta. While the anniversary events in Yogya Carnival is also held by the demonstration of traditional arts and each sub-district also held a customary show of Yogyakarta.

Culture approach was done when relocating Ngasem market. Relocation is carried out without any conflict of merchants is funds Satpol PP is the result of the dialogue process between the government and the stage holder. Even the market relocation has been an event into a cultural event due to be implemented with traditional ceremonies. Yogyakarta City Government officials and traders as well as the related party wearing traditional dress and they move on foot or horse cart with ceremonies to a new place that has been provided. (Interview with Drs Supriyadi, head of Satpol PP).

In addition to these pickles, are staging pesisiran on June 6, 2009, at 21:00 pm at City Hall Pendapa Yogyakarta. In the staging of lifting the title Geger Pecinan (Episode Pre Giyanti Agreement). The stage is a collaboration of the City Tourism Office Pepadi Yogyakarta Yogyakarta, Yogyakarta City and Regional Infrastructure. According to Eko Suryo Ki as the director, the stage is a form of reflection of government performance in order to work better, correctly and professionally, and gain the trust of mesyarakat. (Http://www.kr.co.id, 2009)

F.2. COHERENCE INTER ACTOR

Mayor of Yogyakarta preferred mode of communication in a relaxed and intimate, more informal dialogue, communication style in a relaxed, spontaneous, interactive communication with the staff below. For example, why not paint the walls of the building refurbished. By way of informal youth are not afraid to express his idea. Junior feel relaxed to work without

any coercion or pressure. (Interview with Herman and Mr. Edi Sulistio, SH and Mrs. Dra Tri Mulatsih)

Coherence is also more awake when the government held a program Mayor Greets. Two weeks, for 30 minutes Mayor Herry Zudianto will broadcast live on four local radio to receive feedback, complaints, questions from citizens. (Http://beritayogyaku.multiply.com).

To build personal ties, every New Year's Eve event, all government employees of the City Hall of Yogyakarta cycling to the point of zero Malioboro Yogyakarta. This event is a reflection of a typical night, as well as bonding between the city and citizens. All government officials, community bicycle and community come together, night revelers to welcome the New Year.

G. LIMITATION AND SOLUTIONS IN CONDITIONING INSTITUTIONALIZATION

Applying the rules contained within the limitations encountered. Limitation is due to the internalization process is hampered by several factors are: Information and experience are not the same, differences in status within the government, environmental constraints and individual systems, control, coordination problems, poor command, the structure and function tergragmentasi agency, the wide scope of public management and the pressure political opponents. (David H. Rosenbloom, 2005, p 526-528)

Limitations in the conditioning to instill new values it seeks to add new elements. Limitations planting elitist values can be overcome by a series of methods used Zudianto Mayor Herry, so institutionalization relatively successful.

From observations during the research process, observe the workings of the institutionalization of new values or norms, and new work ethic in achieving governance reforms that the government toward a more democratic, accountable and transparent, the researchers found a formula grooves in the process of institutionalization of the Government of Yogyakarta with illustrations of children arrow, as a process to overcome the limitations of conditioning institusionalisasi.ada six elements or components that must exist in the process of institutionalization of new values, the paradigm, conditioning, a new culture, new systems, reward and punishment and repetition. Leadership under the leadership of Herrera Zudianto process that includes the elements or components that are interconnected with each other. If one component is not met, then it will not be successful institutionalization to the maximum.

I. INSTITUTIONALIZATION DILEMMA

During the observation process in exploring the data in the City of Yogyakarta, the researchers found a dilemma or difficult conditions in an effort to institutionalization. Researchers still found that hierarchical bureaucratic culture, and procedural. Institutionalization of the informal political dilemma for the internalization process of conditioning the new value lies in the condition in which the institutionalization of elitist, values that have not been completely understood by the local bureaucracy, formalization, the convenience of government officials with the old values that have not been willing to change to new values and so on.

Although a series of solutions in addressing the problem of institutionalization, but the condition of the dilemma that would still occur such as not changing performance in the legislature and the judiciary because it is still the practice of abuse of authority.

J. CONCLUSION

From the above study would be concluded that the institutionalization of democratic values, transparency and accountability in the City of Yogyakarta Herry Zudianto in the era of leadership, which is done by informal means was effectively carried out. Instruments such as support and complements, complement of formal political mechanisms that have limitations.

With the efforts of multi-dimensional dialogue and it does the engineering organization that began with the laying of foundation endowments as a paradigm of a new mindset to all the employees of the City of Yogyakarta. The foundation is a horizontal rule, the government is the servant of the people and work is worship.

As a manifestation of the new paradigm, he did conditioning with informal instruments. Informal methods are used to support the channel and the formal rules and the new paradigm is intended to make it easier to implement. Theoretically, he implemented a process of institutionalization in a context that is changing. Thus, this study proves theory of B. Guy Peters, who claimed that the institutionalization can be successfully applied in the changing conditions of the process: First, how do they make decisions autonomously to be taken within an organization. Second, they are able to adapt to the changes taking place or the surrounding context. Third, structure to do more complex, more creative activities. And fourth, there is coherence among its members

Conditioning process as an effort to transform the performance of the bureaucracy towards a more democratic, transparent and accountable is done by informal methods. The autonomous element of the initiative is an element that is filled to the success of institutionalization. Independently and autonomously, Mayor of Yogyakarta make the initiative to conduct a series of informal policy without instructions from the central government. Public hearing in musyrenbang not done in government offices, but there beranjang, making visits to various areas within the City of Yogyakarta. He also frequently visits to have a dialogue with citizens. The autonomous initiative is to grow a new spirit among bureaucrats, that they can do to make innovation initiatives include sego segawe to keep the air from pollution, establish a good garden, and so forth.

The second element, informal methods are a way to adapt to political and social demands in Indonesia. The method is represented in the coffee morning. The activity is a form of dialogue between the bureaucrats and the public are packaged in the form of meetings, first meeting between the executive and legislative in a relaxed and friendly atmosphere to discuss issues surrounding the management of government. Secondly, the show Village Connect, where there are meetings between the Executive Mayor, Deputy Mayor, Chief SKPD with people in various places from all districts in the city of Yogyakarta in the early period of his leadership. Incidentally coffee morning held on Friday morning, after dawn until around 08.00 pm by riding a bicycle. Where indicated a process of dialogue that are familiar, relaxed, informal and perfunctory dish.

The third element is the process of innovation in the creative structure. *Coffee morning*, kethoprak bureaucrats, puppets coastal, etc. Ngasem market move is an attempt to condition government officials to get accustomed to democratization, dialogs with the public, to disseminate programs and policies, in a creative way in accordance with traditional culture and local wisdom. Thus the public can directly supervise even be able to participate so that the resulting process accountability and transparency.

The fourth element is the coherence between actors. Mayor is always talking to his staff with a relaxed and intimate, so that the resulting coherence. The mayor also opened the faucet of communication as possible to come face to face with residents, to receive feedback and criticism done through the web site, fuel, UPIK or personal contacts. In the coffee morning, created an informal and friendly dialogue, thus creating cohesion and consensus between the actors involved in it. The event dialog Mayor to accept criticism, feedback and questions from citizens relating to government policy in the event the Mayor Greets radio performance in Yogyakarta Municipality that is more democratic, transparent and accountable.

Conditioning process of institutionalization in fact contain limitations. In the kethoprak bureaucrats, morning coffee, and other informal events that created the autonomous initiative process, coherence, adaptation, and innovation, but only elitist. Mayor Herry Zudianto improve it, by doing a series of processes of internalization of new values are positive with illustrations arrows. The components of the paradigm, conditioning, culture, systems, reward and punishment and repetition. The process of institutionalization of the positive values that have been made to the agenda requires ongoing institutionalized, because conditions there are still a dilemma, for example the case of indiscipline in police, judiciary and legislature. Thus institutionalization requires a serious effort, a partnership between governments, not just the judiciary but the executive, legislative, public and private sectors. Research opportunities are open to the urgency of a comprehensive institutionalization among government agencies. Research is also open to a model of effective leadership in the reform of the paternalistic system of government because that still dominate political and social conditions in Indonesia. In this study there are many deficiencies may be corrected in the future. *Wallahu A'lam bishowab.*

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