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## **POLITICAL INCLUSIVENESS DEGREE OF STATE CIVIL APPARATUS AND BUREAUCRACY ON MAYOR AND DEPUTY MAYOR ELECTIONS IN PALU CITY 2015**

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### **ABSTRACT**

#### **KEYWORDS**

Political inclusiveness;  
election; state civil  
apparatus

This research is based on the condition of the phenomena of the state civil apparatus and the bureaucracy in the election of the mayor and deputy mayor of Palu which is marked by the political events that occur. Simultaneous regional head elections in the province of Central Sulawesi. The theory used is the participation theory from Michael Rush and Philips Althoff and the bureaucratic theory from Max Weber. The aims to analyze how the participation of the community participates in the implementation of the Mayor and Deputy Mayor Elections in 2015. The research method used is descriptive qualitative. Informants were obtained in a purposive way with the criteria of state civil servants, bureaucracy, totaling 7 informants. The results showed that the degree of political inclusivity of state apparatus in the 2015 mayoral and deputy mayoral elections was as follows: state apparatus in the election of the mayor and deputy mayor of Palu were in a neutral position, However, there are several realities where there are emotional and work relationships that are always under pressure, either directly or indirectly, making it difficult to make political decisions individually and have to be involved in the state apparatus situation itself. The Palu city government bureaucracy, which is inclusive in political decision-making, is marked by intrigue from the mayor and deputy mayor officials because based on the law, they hold power over the SKPD, which should be held by the city secretary.

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### **INTRODUCTION**

Indonesia has carried out general elections starting in 1955 (the old order period), 1971, 1977, 1982, 1987, 1992 (the new order period), and the reform order period in 1999, 2004, 2009 and 2014 (Majid & Sugitanata, 2021). Each of these general elections involves the political participation of people who are 17 years old and or have been married. In General Elections, both Legislative Elections (*PILEG*), Presidential Elections (*PILPRES*), and Regional Head Elections (*PILKADA*) the role and participation of the community is very important, because one of the successes of the election implementation is determined by how the community participates in exercising their right to vote in the election.

Elections are the most important mechanism in realizing political competition and producing a government that has people's legitimacy. Election has a system, legal instruments, legislation, and is held by an election organizer that is designed in such a way according to the context in order to build consensus and political culture of citizens in a country (Reichert et al., 2020). Political participation is an element of politics, namely participation in elections in political sociology summarized as part of the study of political behavior.

Civil rights and freedoms are respected and upheld, and citizen political participation is the essence of democracy. Every community has their own preferences and interests in determining their choices in the elections (Arniti, 2020). The public officials who are elected in an election depend on the preferences of the people as voters. Community political

participation in elections can be seen as community control over a government. The realization of the fulfillment of citizens' political rights is the freedom for every citizen to express opinions and assemble.

The results of the implementation of simultaneous local elections in Central Sulawesi were 7 districts and 1 city that carried out simultaneous local elections, namely Palu City, Sigi Regency, Poso Regency, Tojo Unauna Regency, Banggai Regency, Toli Toli Regency, North Morowali Regency and Banggai Laut Regency.

**Table 1. Voters' Participation Rate in the 2015 Central Sulawesi Provincial Pilkada**

No	Regency	Voter Participation in the 2015 Simultaneous Regional Elections	
		Number of Voters	Percentage
		1	Palu City
2	Sigi	126,454	71.00%
3	Poso	119,960	74.11%
4	Tojo Una-una	83,106	74.98%
5	Banggai	185,793	71.80%
6	Toli-toli	118,127	75.08%
7	Morowali Utara	59,888	76.25%
8	Banggai Laut	35,137	79.59%

Data source: Central Sulawesi Provincial Election Commission

The voter turnout rate in Sulawesi is Palu City which is the lowest at 61.20 percent, and seven other districts above 70 percent. The level of voter participation can be seen in Table 2.

**Table 2. Voter Participation Rate in Mayor and Deputy Mayor Elections in Palu City**

No.	Description	Number of Voters			
		Man	Woman	Amount	Percentage (%)
1.	Voter Data	122,727	125,551	248,278	100
2.	Suffrage Users	72,979	78,977	151,956	61,20

Data source: KPU Palu City

The participation rate for the Mayor and Deputy Mayor in Palu City was 61.20 percent, while the results of voting rights users were 151956 (61.20%), and 96,322 voters or 38.80 percent did not exercise their right to vote. The fact mentioned above allows various assumptions about the low participation of the electorate in exercising their right to vote. One community group that has the right to vote is the State Civil Apparatus (ASN) or Civil Servants (PNS). ASN is the status of work in society according to the 1945 Constitution, the state and government are in carrying out government and development tasks (Oktarina, 2013). The smooth implementation of government tasks and national development is highly dependent on ASN.

Approaching the Regional Head Election, the political climate is increasingly tense and intense. The political machine is actively moving to realize the political goals of each candidate. The role of the bureaucracy is crucial in this regard, because it is prone to being politicized by regional head candidates and their deputies (Abustan, 2022). The bureaucracy in Indonesia today is often described from two contradictory perspectives. On the one hand, it is considered an organization that is inefficient, complicated, and prone to corruption. This causes a lack of respect and fear in dealing with the bureaucracy. On the other hand, bureaucracy is

also described as an organization that can provide benefits, such as money, positions, and power to winners in elections (Martini, 2010). The first description is conveyed by the general public, while the second description is conveyed by the elite or the authorities.

Critical thinking is needed to make the bureaucracy function properly in providing maximum service to the community, without taking sides with political affiliation. Bureaucratic neutrality in regional head elections needs to be upheld so that the bureaucracy becomes more professional, independent, and upholds the values of ASN (Isana, 2016). It is important to re-articulate the demands for neutralization of the bureaucracy, because the politicization of the bureaucracy still occurs and interferes with its performance (Rahmatunnisa, 2017). This politicization can lead to services that are not objective, too convoluted, and make the bureaucracy feel unsupervised and immune to criticism. In addition, the politicization of the bureaucracy by regional head candidates can create internal factions that interfere with the responsibilities of the bureaucracy as a public servant. Based on the phenomena described above, the research objective is to analyze how the participation of the community participates in the implementation of the Mayor and Deputy Mayor Elections in 2015.

## RESEARCH METHOD

This research uses a qualitative approach and a qualitative descriptive research type. Qualitative research is a research procedure that produces descriptive data in the form of written or spoken words and observed behavior (Creswell & Creswell, 2017). The general goal of qualitative research is to understand the world of meaning symbolized in people's behavior, from their own perspective. Qualitative descriptive research is a method for investigating the status of a group of people or objects with the aim of providing a systematic, factual, and accurate description of the phenomenon under study. This research produces descriptive data in the form of speech, writing, and observed behavior of research subjects. This qualitative descriptive study aims to examine the use of bureaucratic positions by regent candidates and their influence on the State Civil Apparatus (ASN), as well as how ASN utilize bureaucratic positions to support regent candidates in the 2015 Mayoral and Mayoral Elections of Palu City.

## RESULTS AND DISCUSSION

### History of Election of the Mayor and Deputy Mayor of Palu.

Pilkada provide an opportunity for the community to influence regional head policies and monitor them so that they do not abuse their power. Law No. 22 of 1999 concerning Regional Government was replaced by Law no. 32 of 2004 and has undergone several changes (Huda, 2016). This law adapts the 4th Amendment to the 1945 Constitution, which states that governors, regents and mayors are democratically elected.

On September 30, 2014, Law Number 22 of 2014 was passed which regulates the election of regional heads indirectly through the Regional People's Representative Council (Insiyah et al., 2019). However, this law was widely rejected by society and generated controversy. In response, the President issued Government Regulation in Lieu of Law (*Perppu*) Number 1 of 2014 on October 2, 2014. Then, Law Number 1 of 2015 was ratified on October 2, 2014 after obtaining the approval of the Indonesian Parliament. On March 18 2015, Law Number 8 of 2015 was passed which amended Law Number 1 of 2015. On July 1 2016, Law Number 10 of 2016 was passed which was the second amendment to Law Number 1 of 2015. Law Number 10 of 2016 will still be used in the 2020 election.

The formation of the Central Sulawesi Province based on Law Number 13 of 1964, the status of Palu City as the capital city was upgraded to become the Capital of the Province of Central Sulawesi. Then in 1978, Palu City was designated as an administrative city based on Government Regulation Number 18 of 1978 as well as the formation of the Mayor and Deputy Mayor of Palu.

**Table 3. List of Mayors and Deputy Mayors of Palu**

No	Period	Mayor	Vice Mayor
1	1978 - 1986	Kisman Abdullah	-
2	1986 - 1994	Sahbudin Labajo	-
3	1994 - 2000	Rully Lamadjido	-
4	2000–2004	Baso Lamakarate	Suardin Soebo
5	2005–2010	Rusdi Mastura	Suardin Soebo
6	2010 - 2015	Rusdi Mastura	Mulhanan Kunciotutu
7	2015 - 2021	Drs. Hidayat, M.Sc	Sigit Purnomo

### **The Process of Implementing the Mayor and Deputy Mayor Elections held by the General Election Commission (KPU) of Palu City in 2015.**

In the 2015 Mayor and Deputy Mayor elections in Palu City, the population reached 367,342 people, consisting of 185,105 men and 182,237 women. The Palu City General Election Commission (KPU) noted that there were 248,278 people registered as obligatory voters spread across four electoral districts (*dapils*). *Dapil* I includes North Palu and Tawaeli Districts with 27,381 voters, *Dapil* II includes West Palu and Ulujadi Districts with 60,915 voters, *Dapil* III covers South Palu and Tatanga Districts with 72,148 voters, and *Dapil* IV covers East Palu and Mantikulore with 78,103 voters. Elections for the Mayor and Deputy Mayor are the responsibility of the Palu City Election Commission. Provincial KPU is an institution that receives reports from Regency/Municipal KPU. Decisions within the KPU are taken through plenary meetings involving 5 KPU members at the provincial and district/city levels, as well as 7 KPU members at the central level. The secretariat assists in carrying out the selection stages. The budget is managed by the secretary as the authorized user of the budget, and KPU members act as budget users.

In cases of fraud or violations by the mayoral and deputy mayoral candidates in Palu City, the KPU (General Election Commission) will follow the following steps. First, the KPU will examine and verify reports or complaints received regarding the fraud or violation. If proven, the KPU will carry out further investigations to gather evidence and facts regarding the fraud or violation. After conducting an investigation, the KPU will announce the results transparently to the public. Several ways that community involvement can be carried out are reporting fraud or violations that occur to the KPU or other related institutions, such as the Bawaslu. This report will assist KPU and Bawaslu in conducting investigations and solving problems that occur. Supervise the course of general elections, especially during voting and vote counting. By supervising, the public can ensure that the election process runs according to the rules and there is no fraud or violations.

Through active community participation and effective implementation of outreach and education, it is hoped that the people of Palu City will be able to better understand the election process, increase participation in elections, and maintain the security and smooth running of the mayoral and deputy mayoral elections. Monitoring and evaluation of socialization and education programs is also important to assess the success of these efforts. several factors that influence the implementation of socialization and education in the election of Mayor and

Deputy Mayor in Palu. These factors include limited access to information, the complexity of the political situation, social disturbances, cultural influences and local customs, and economic challenges. Besides that, The paragraph also highlights the importance of opening reporting channels for the public regarding suspicious or unlawful campaign fundraising. *KPU* Palu City has the responsibility to facilitate the collection and reporting of campaign funds by the mayoral and deputy mayoral candidates.

To overcome these problems, systematic and comprehensive efforts are needed, including improving policies, regulations, and election practices that are more fair and transparent, as well as increasing public awareness and participation in the democratic process. In addition, separate paragraphs describe the stages of voting, including preparations for voting by the *KPU*, implementation of voting in which voters must exercise their right to vote honestly and fairly, counting votes which are carried out in an open and transparent manner, and settlement of election disputes by the *KPU* by way of fair and transparent.

Vote counting and determination of election results in the voting process. After the voting is complete, the *KPU* will carry out the vote count in a transparent and open manner. The steps in counting the votes include opening the ballot boxes in front of witnesses, reducing the ballot papers, splitting the votes by candidate, counting the votes for each candidate, and recording the votes in the C1 form. After the counting is complete, the election results will be determined and publicly announced on the election results announcement board. However, this process is also faced with several problems, such as data input errors, fraud in vote counting, and excessive political influence. Technological limitations and lack of transparency are obstacles that are often faced by the *KPU* in the process of counting votes and determining results. *KPU* needs to ensure that the technology used meets the needs and transparency needs to be maintained. To overcome this problem, community participation is very important. The public can become witnesses of political parties, attend the vote counting process, monitor the results of the count, and file lawsuits if necessary. In the process of determining the election results, the public can also participate in the same way. The goal is to maintain the transparency and success of the democratic process. The public can become witnesses of political parties, attend the vote counting process, monitor the results of the count, and file lawsuits if necessary. In the process of determining the election results, the public can also participate in the same way. The goal is to maintain the transparency and success of the democratic process.

Public participation in the process of counting votes and determining election results is essential to maintaining the integrity and success of democracy (Habib, 2020). In terms of resolving disputes related to election results, *KPU* Palu City will refer to the rules stipulated by laws and regulations. This includes Law Number 7 of 2017 concerning Elections, Election Commission Regulation Number 10 of 2018, and Constitutional Court Regulation Number 3 of 2019 (Herawati et al., 2018). Dispute resolution must consider factors such as fairness, legitimacy, and the interests of society. The settlement process must be open, transparent, accurate, timely and fair. If any party is dissatisfied, they can refer the dispute to a higher level, such as the Provincial Election Commission or the Constitutional Court. There are several dispute resolution mechanisms, including deliberation, mediation, arbitration and litigation.

*KPU* Palu City faced several problems in the inauguration process after the results of the elections were determined and disputes were resolved. Some of the problems that arise include

preparation for the inauguration ceremony, security and safety, technical issues, and potential post-inauguration disputes. To overcome this, the *KPU* needs to have thorough preparations and plans, pay attention to every detail, and coordinate with related parties. In addition, several solutions that can be implemented are making improvements to the vote counting information system, improving the quality of ballot papers, and ensuring other technical requirements are met.

Consider the existing evidence and follow the rules that have been set. Improving communication and coordination with related parties such as Bawaslu, political parties and the public is also important to run elections smoothly and transparently. The *KPU* must ensure that the inauguration is carried out in an orderly and safe manner by preparing adequate security and escorts, as well as maintaining health protocols (Marzuki, 2008). By implementing these steps, *KPU* Palu City is expected to be able to overcome problems in the election and inauguration process. Indicators of the success of general elections include voter participation, level of community involvement, transparency and accountability of the election process, as well as the quality of the elected candidates.

Based on these indicators, it can be seen that the success of the General Election for Mayor and Deputy Mayor of Palu City in 2015 can be measured through the following indicators:

1) Voter Participation

In the General Election of Mayor and Deputy Mayor of Palu City in 2015, voter turnout reached 70.11%, exceeding the national target set at 70%. This shows that the people of Palu City have a high awareness of the importance of general elections and the desire to choose the leader they want.

2) Level of Community Involvement

In the 2015 General Election for the Mayor and Deputy Mayor of Palu City, the people of Palu City were actively involved in the general election process, as seen from the level of participation in the campaign, support given to the selected candidates, and participation in election supervision and monitoring.

3) Transparency and Accountability

In the 2015 General Election for the Mayor and Deputy Mayor of Palu City, the general election process was carried out in a transparent and accountable manner. This is indicated by the good quality of implementation, the fulfillment of the obligation to convey information to the public, and community participation.

### **Involvement of State Civil Servants in the voting process for the Mayor and Deputy Mayor Elections in 2015.**

Civil servants in Palu City has an important role in maintaining the degree of political inclusiveness in the 2015 Mayor and Deputy Mayor elections. They are responsible for maintaining security and order during the election, providing the necessary facilities, assisting election organizers, and providing information and outreach to the public regarding the election. Civil servants is expected to work neutrally, impartially, and provide good service to the community. In this way, elections can take place smoothly, safely and peacefully, and produce accurate and legitimate results.

The involvement of Civil servants City of Palu in practical politics in the 2015 Mayor and Deputy Mayor elections has implications for political inclusiveness. In general, Civil servants is expected to be neutral and not involved in practical politics. However, in reality, some Civil servants are involved in practical politics by providing support or being involved in the campaigns of certain candidates. This can reduce public confidence in the neutrality and

professionalism of Civil servants , as well as affect the degree of political inclusiveness. Civil servants who remain neutral and carry out their duties professionally can maintain political inclusiveness by providing equal opportunities for all people and community groups to participate in the political process (Heroes, 2019).

Civil servants involvement in practical politics in the 2015 election for Mayor of Palu City violated the rules, but is believed to have influenced the election results. Nonetheless, Civil servants involvement has a negative impact on public services and the performance of government agencies. Civil servants who are involved in political campaigns can lose neutrality and professionalism in public service, as well as trigger conflict and competition between them. This presents a lesson that Civil servants must maintain neutrality and professionalism, and the government needs to tighten rules and discipline to prevent Civil servants involvement in practical politics (Salma, 2023).

The involvement of mayoral candidates in influencing Civil servants can also undermine political inclusiveness and the quality of public services. Civil servants should be neutral and independent in carrying out their duties, without taking sides or supporting certain candidates. If the mayoral candidate uses his power to influence Civil servants , this can undermine political inclusiveness and the principle of public service based on equality and justice.

Candidates for mayor should compete fairly and respect the neutrality of Civil servants. Attempts to undermine political inclusiveness in elections are unethical and unlawful. If there is information or suspicion of such detrimental actions, it is advisable to report it to the authorities such as the *KPU*, the Police, or other institutions that deal with fraudulent acts in general elections. The right of every citizen to participate in elections must be respected without discrimination or actions that hinder their rights.

In the mayoral election in Palu City, the influence of Civil servants can be very large because they have significant access and influence on the community. However, it is important to maintain Civil servants neutrality in the political context. Civil servants should not be involved in active political activities and must avoid conflicts of interest that could affect their performance and professionalism. Political support from Civil servants for certain mayoral candidates can violate the principle of neutrality that must be upheld by Civil servants as a public servant. In the context of the mayoral election, several Civil servants influences that need to be considered are:

1) Political support

Although expected to be neutral, Civil servants often have certain political affiliations and can provide political support to the mayoral candidate they choose. Political support from Civil servants can help mayoral candidates win elections because of the influence and network that Civil servants has in society.

2) Participation in the campaign

Civil servants can play an active role in campaigns for mayoral candidates which they support by providing information and helping organize campaign activities.

3) Influence on society

Civil servants have a major influence on society because they manage and provide public services. They can influence people's perceptions of mayoral candidates by providing information and their views.

4) Involvement in voting

Civil servants participation in voting can affect the election results. A neutral Civil servants can help ensure that elections are fair and democratic. However, if Civil servants is

involved in election fraud, this can damage the integrity of the election and create distrust in the democratic system.

In maintaining the integrity and neutrality of Civil servants , it is important for them to comply with the rules and principles governing Civil servants political participation. Civil servants must avoid violating conflicts of interest, behave neutrally in political activities, and carry out their duties as public servants with integrity and professionalism.

Civil servants involved in political support for mayoral elections can face legal consequences that harm their careers, such as dismissal, demotion, or criminal prosecution for violations of Civil servants ethics. Political support from Civil servants can influence people's perceptions of mayoral candidates and affect their popularity. The involvement of civil servants in political support can also affect the electoral process in an unfair and democratic way. Therefore, Civil servants must maintain neutrality and independence in their duties as public servants. Civil servants neutrality and political inclusiveness are important factors in general elections. Civil servants must ensure their neutrality and pay attention to political inclusivity by ensuring equal access for all people, increasing voter participation, and strengthening transparency and accountability. By paying attention to these matters, Civil servants can strengthen democracy and increase public confidence in general elections.

#### **Utilization of the bureaucracy by candidates for mayor and deputy mayor to influence the State Civil Apparatus (ASN) in the 2015 Palu mayoral and deputy mayoral elections.**

The placement of ASN in strategic positions by the Mayor and Deputy Mayor candidates aims to support the implementation of the policies and programs being carried out. However, the placement must pay attention to the criteria, qualifications, and the merit system principle. The KPU can anticipate the placement of ASNs that are not neutral by drafting strict regulations and avoiding the placement of ASNs that are indicated to favor one pair of candidates. This is important to ensure elections run in a democratic, honest and fair manner.

KPU needs to carry out strict monitoring and supervision of the appointment and placement of ASN in strategic positions within the bureaucracy. HR training and development needs to be provided to ASN to increase their competency and capacity. Coordination with related agencies and dispute resolution is also important in maintaining compliance with the regulations. Political parties have an important role in ensuring the placement of loyal and trustworthy ASNs. The KPU must maintain its neutrality and independence in carrying out its duties.

Political parties can anticipate the placement of ASN in strategic positions by carrying out the right selection and recruitment, providing training and competency development, building a network of trust, conducting monitoring and evaluation, and increasing transparency and accountability. With these efforts, political parties can ensure that the ASNs placed are loyal and trustworthy people. NGOs can also make similar efforts to ensure good implementation of policies and programs.

NGOs can monitor the ASN selection process, conduct surveys of the ASN that have been placed, invite the public to participate in monitoring, provide information and educational materials, conduct advocacy and lobbying, and collaborate with related institutions. These things are done to ensure the placement of qualified and trustworthy ASNs in strategic positions, as well as to improve supervision of the ASN placement process so that it runs transparently and fairly.

The community can help anticipate the placement of ASN in the right strategic positions by implementing various efforts. One of the things to avoid is giving promises or rewards to



ASNs in return for their support in elections. ASN must maintain political neutrality, integrity and independence in carrying out their duties. The act of giving promises or rewards to ASN can violate the rules and threaten the integrity of government institutions. Candidates may also face serious legal consequences if they engage in such practices.

The General Election Commission (KPU) has an important role in maintaining integrity and fairness in general elections. To anticipate the behavior of giving promises or rewards, the KPU conducts outreach and education, as well as monitors, supervises, and forms an election supervisory team. The KPU also uses technology, such as CCTV and election information systems, to monitor the voting process online. This effort aims to ensure that elections run fairly, free from behavior that is detrimental to the democratic process, including giving promises or rewards to civil servants.

Political parties participating in general elections must also comply with applicable rules and ethics, including the prohibition of making promises or rewards to civil servants. To anticipate this behavior, parties can provide education and training to cadres and campaign teams, implement a strict monitoring and control system, conduct outreach to the public, coordinate with security forces and election organizers, and establish strict sanctions for violators.

This effort aims to ensure that political parties and candidates comply with the rules, maintain the neutrality of ASN, and prevent the practice of giving promises or rewards that are detrimental to the integrity of general elections. Election parties need to maintain commitment and consistency in carrying out election rules and ethics in order to create clean and democratic elections, and civil servants can carry out their duties in a professional and neutral manner. Giving promises or rewards in elections is considered unethical and illegal, undermining the democratic process which is supposed to be fair and honest. The people of Palu City need to build awareness of the importance of honesty and integrity in elections, ASN must remain neutral and objective, and the authorities must carry out strict supervision to ensure fair elections. The public must have the courage to report if they find unethical or illegal behavior, and put forward the principles of honesty, integrity and healthy democracy in elections. The KPU has an important duty to ensure that elections are fair, transparent and free from unauthorized interference.

Central, provincial and district/city KPU have different roles in anticipating the behavior of giving promises or rewards from candidates for Mayor and Deputy Mayor. Efforts that can be made include establishing clear rules and sanctions, disseminating rules and sanctions, active supervision, and working with related agencies such as Bawaslu, Polri, and the Attorney General's Office. The central, provincial and regional governments also have an important role to play in anticipating this behavior through education and training on government ethics, making strict rules, supervising and monitoring, providing easily accessible complaint channels, and imposing strict penalties on violators.

This aims to ensure that elections are fair, transparent, and free from unethical or illegal behavior that could undermine the integrity of the democratic process. ASNs also need to understand the importance of maintaining neutrality and not being swayed by promises or rewards from candidates for Mayor and Deputy Mayor, as well as carrying out their duties professionally and avoiding political activities that violate ethics.

In dealing with bureaucratic exploitation, the KPU must uphold the principles of integrity, neutrality and professionalism in carrying out its duties as general election administrator. The central government also needs to take steps such as affirming the principle

of neutrality for ASN, strengthening the bureaucratic supervision and control system, and providing education and training to ASN regarding neutrality and integrity.

In order to deal with the use of bureaucracy by candidates for Mayor and Deputy Mayor of Palu, the Central Government has several strategies. First, strict supervision and control of ASN with rules governing the neutrality and integrity of ASN. Second, training and outreach to ASN to increase awareness of the importance of neutrality. Third, increased supervision from independent parties such as KPU and Panwaslu. Fourth, the use of information technology to increase transparency. However, public participation is also important in ensuring that elections are in accordance with democratic principles. Apart from that, political parties can also take steps such as establishing good communication with ASN, making written agreements, and providing education to ASN about election ethics and procedures.

NGOs can carry out advocacy and campaigns to support the independence and neutrality of ASN in the election of Mayor and Deputy Mayor of Palu. The community needs to have high awareness of the importance of maintaining the independence of the bureaucracy and ASN from political interference. One of the steps that can be taken is to increase public understanding of the rights and obligations in the Election of the Mayor and Deputy Mayor. The public can also monitor the electoral process through active participation in public forums and establishing independent oversight bodies. KPU Palu City has the responsibility to carry out elections in an honest and transparent manner, but needs to face the challenge of using bureaucracy by candidates. To overcome this, KPU Palu City has several strategies as follows:

- 1) Dissemination of information and education  
KPU Palu City conducts outreach and education to the public and civil servants regarding the rules and regulations that apply in the Election of Mayor and Deputy Mayor of Palu. This is done so that the public and ASN can understand the importance of ASN neutrality in general elections and not be influenced by certain parties.
- 2) Formation of the Election Supervisory Team  
KPU Palu City forms an Election Supervisory Team consisting of members of the public, election observers, and representatives of political parties. This team is tasked with monitoring the implementation of the election and supervising any violations or actions that are not in accordance with the rules.
- 3) Law enforcement  
KPU Palu City is committed to upholding the law and reporting any violations or actions that are not in accordance with the regulations to the security forces and authorized institutions. This is done so that the perpetrators do not feel safe and get a deterrent effect.
- 4) Collaboration with related institutions  
The Palu City Election Commission is collaborating with related institutions such as the Police, Attorney General's Office, and the State Civil Apparatus Commission (KASN) to supervise ASN so that they do not get involved in practical politics or take actions that are detrimental to the implementation of general elections.
- 5) Strict supervision  
The Palu City Election Commission strictly supervises the implementation of elections and the performance of ASN duties during the campaign and general election periods. Supervision is carried out to anticipate the occurrence of violations and actions that are not in accordance with the rules.
- 6) Openness and transparency  
KPU Palu City opens access to information and reports any developments that occur during the implementation of the general election. This is done so that the public and

related institutions can monitor and oversee the implementation of general elections in a transparent manner.

KPU Palu City needs to maintain the neutrality of ASN in general elections and prevent the use of bureaucracy by candidates for Mayor and Deputy Mayor. Some strategies that can be done are:

- 1) Make clear guidelines and procedures regarding ASN neutrality.
- 2) Supervise and monitor the behavior and activities of ASN.
- 3) Take strict action against violations of ASN neutrality.
- 4) Build partnerships with communities.
- 5) Using social media and information technology.

NGOs also have a role in overseeing elections and can take the following actions:

- 1) Educate and provide information to ASN about their rights and obligations.
- 2) Monitor the political activities of candidates for Mayor and Deputy Mayor.
- 3) Provide a complaint or complaint mechanism for ASN who feel pressured.
- 4) Strengthen oversight of the general election process.

NGOs must work independently and neutrally, and not break the law. Intimidation or threats against ASN is illegal and immoral. General elections must be carried out freely and fairly without interference that harms individual freedom to choose.

However, as a response to the possibility of intimidation or threats that could occur during the mayoral and deputy mayoral elections in Palu City, several efforts can be made to minimize this, including:

- 1) Voter education campaign

Voter education is one of the important efforts to ensure that voters know their rights and know how to report acts of intimidation or threats that may occur. Educational campaigns can be carried out through social media, bulletin boards, radio announcements, and other activities.

- 2) Strict supervision and surveillance during the election period

It is best if there is an independent watchdog group that monitors voting activity, so that it can provide reports and record suspicious activity. In addition, supervisors at election sites must also be more alert and ready to deal with any acts of intimidation or threats that may occur.

- 3) Election ASN training

The government must provide special training to ASN involved in elections, such as security officers or election committees. Such training can provide an understanding of the importance of maintaining security and safety during elections, as well as provide strategies for dealing with suspicious or problematic situations.

- 4) Legal protection and whistleblower

The government can also provide legal protection for election civil servants who report acts of intimidation or threats. This can encourage ASNs to report any suspicious actions that occur, without fear of negative consequences for themselves.

- 5) Collaboration between related parties

Finally, collaboration between related parties such as the security forces, the government, and civil society organizations can help minimize acts of intimidation or threats. Collaboration can increase the effectiveness of monitoring and reporting, thereby better preventing or dealing with unauthorized acts.

However, what is most important is that all parties involved in the election must respect individual freedom to choose and act in a fair and transparent manner. Any acts of intimidation or threats made could undermine the integrity of elections and violate human rights.

### Research Findings

Political inclusiveness is a concept that encourages active participation from all elements of society in general elections. In Central Sulawesi, political inclusiveness has several important roles:

- 1) Increase voter participation from underrepresented groups such as women, minorities, and the underprivileged. This will make the resulting decisions more representative and accurate.
- 2) Building public trust in the general election process. Active participation of all elements of society can reduce distrust that can trigger tension and conflict.
- 3) Increase the accountability of government and political candidates to the community. By involving all elements of society, political inclusiveness can minimize acts of corruption and other violations that harm society.
- 4) Fostering the spirit of diversity in society. The participation of all elements of society can strengthen unity and unity, and reduce political polarization.

Overall, political inclusivity plays an important role in the general elections in Central Sulawesi. The active participation of all elements of society can increase voter turnout, build public trust, increase accountability, and foster a spirit of diversity in society. Has positive and negative impacts that need to be considered. The positive impact of political inclusiveness on elections in Central Sulawesi:

- 1) Increasing Political Participation: Good political inclusivity can encourage higher political participation from various walks of life, including those who previously felt they had no rights or were too difficult to engage in the political process. With higher participation, the voices of a more diverse community can be heard and represented in the political process.
- 2) Increased Representation: Political inclusivity can also increase representation and diversity within the legislature, by allowing candidates from diverse backgrounds to stand as candidates. This can reinforce the demands and interests of groups that may not have been represented before.
- 3) Recognition of Human Rights: Good political inclusivity will help recognize human rights, including the right to have a voice and to be elected, which are an integral part of democratic principles. This can help raise awareness about the importance of human rights and democratic values in society.

The negative impact of political inclusiveness on elections in Central Sulawesi:

- 1) Dissemination of Hoax Information: Political inclusivity that is too high can allow the spread of hoax information or misleading fake news, which can affect the election results. This can be detrimental to certain parties or candidates and undermine public confidence in the electoral process.
- 2) The Influence of Money and Power: Unchecked political inclusivity can also increase the influence of money and power in elections. Parties or candidates with more financial resources or political support may be better able to manipulate election results and win more votes.

- 3) **Social Conflict:** Unchecked political inclusivity can also trigger social conflict among groups vying for power or fighting for their interests. This conflict could harm political and social stability in Central Sulawesi.

In the Mayor and Deputy Mayor Election Process in Palu City in 2015, there were several supporting and inhibiting factors for political inclusiveness. The following is a detailed and complete explanation of these factors:

### **Factors Supporting Political Inclusiveness**

- 1) **Community Involvement:** Community participation and involvement in the election of the Mayor and Deputy Mayor of Palu is very high. This shows that there is a strong awareness and spirit of democracy among the people of Palu. This provides an opportunity for every citizen to vote for the candidate who is considered the best for Palu City.
- 2) **Transparency and Accountability:** The General Election Commission (KPU) of Palu applies the principles of transparency and accountability in the entire election process. KPU Palu openly announces the list of voters, candidates, election schedule and election results. This helps people understand the electoral process and feel confident that elections are fair and democratic.
- 3) **The Existence of Political Education:** Political education organized by educational institutions and community groups can increase people's understanding of politics and provide awareness of the importance of participation in elections. This can help promote political inclusiveness and encourage higher turnout in elections.
- 4) **Availability of Facilities and Infrastructure:** KPU Palu makes it easy for the public to access information about the election process, candidates and election procedures through the official website and social media. In addition, KPU Palu provides voting facilities in various locations to ensure that every citizen has an equal opportunity to vote.

### **Factors Inhibiting Political Inclusiveness**

- 1) **Limited Access to Information:** Although KPU Palu provides information about the election process and candidates, some residents may have limited access to information. This can hinder their participation in elections and lead to inequality in the opportunity to vote.
- 2) **Money Politics:** The practice of money politics can hamper political inclusiveness.
- 3) **Candidates with greater wealth may spend more on the campaign, which can sway voters.** The practice of money politics can also make it difficult for poorer candidates to contest elections.
- 4) **Political Conflict:** The existence of political conflict can hinder political inclusiveness. Political conflicts can intimidate voters and limit their participation in elections. This can hinder the democratic process and limit the ability of citizens to vote for the candidate they believe is best for Palu City.

Efforts to socialize political inclusiveness in the people of Palu city can be done in several ways, including:

#### **a) Inclusive Political Education Campaign**

An inclusive political education campaign is an effective way to socialize political inclusivity in society. This campaign can be carried out through mass media, such as television, radio and newspapers, as well as through social media and other online platforms. Inclusive political education campaigns can provide information about political rights and participation in the political process to all citizens, including minority groups.

b) Gender Equality and Culture Training

Gender and cultural equality training can help increase awareness and understanding of issues of political inclusiveness among the people of Palu city. This training can be carried out through formal and non-formal education programs, such as training at schools, universities and local communities. This training can also be held for the general public, including for minority groups, such as women and persons with disabilities.

c) Create a Public Discussion Forum

Public discussion forums can be used as a medium to facilitate dialogue between minority and majority groups in society. This public discussion forum can be held by the government, NGOs, and civil society organizations. This forum can help build a better understanding of inclusive political issues and also facilitate conflict resolution between different groups.

d) Increasing General Election Accessibility

Increasing the accessibility of elections can help ensure that all citizens, including minorities, have equal opportunities to participate in the political process. Improving accessibility can be done in various ways, such as providing adequate facilities and infrastructure for persons with disabilities, using language that is easy to understand in general elections, and so on.

e) Encouraging the Involvement of Minority Groups in the Political Process Encouraging the involvement of minorities in the political process can help increase their political participation and reduce the gap between minority and majority groups. This can be done through programs of political education, training in leadership skills, and providing better access to local political institutions. In addition, encouraging the involvement of minority groups in political activities can also help build political awareness among them.

In carrying out efforts to socialize political inclusivity in the people of Palu city, there needs to be cooperation between the government, NGOs and civil society organizations. The 2015 Election in Palu City was a democratic party involving many political actors, including political parties, NGOs (Non-Governmental Organizations), and mass organizations (Community Organizations). In that election, the political inclusiveness campaign became an important focus for political actors to expand support and ensure victory in the election. The following is the role of political parties, NGOs and mass organizations in the political inclusivity campaign in the 2015 elections in Palu City:

### **The Role of Political Parties**

Political parties played an important role in the political inclusiveness campaign in the 2015 elections in Palu City. They play a role in building awareness and fighting for the political rights of minority groups and marginalized communities. One of the main tasks of political parties is to provide a vision and mission that is inclusive and brings hope to minority groups and marginalized communities.

In addition, political parties must also promote candidates who are able to represent the aspirations and interests of minority groups and marginalized communities. Political parties must also build networks with minority groups and marginalized communities to gain support and broaden the voter base.

### **NGO role**

NGOs played an important role in campaigning for political inclusion in the 2015 elections in Palu City. NGOs are responsible for fighting for the political and social rights of minority groups and marginalized communities. They work to increase people's awareness of

their political rights and help them gain access to elections.

NGOs must also build partnerships with political parties and minority groups and marginalized communities. They must collaborate with other political actors to promote the election of candidates who are inclusive and represent the aspirations of minority groups and marginalized communities. NGOs should also expand their networks with minority groups and marginalized communities to increase their participation in elections.

### **Organizational Role**

CSOs also played an important role in campaigning for political inclusion in the 2015 elections in Palu City. Ormas are responsible for fighting for the political and social rights of minority groups and marginalized communities. They can act as agents of change in encouraging the political participation of minority groups and marginalized communities.

Ormas can also collaborate with political parties and NGOs to promote the election of candidates who are inclusive and represent the aspirations of minority groups and marginalized communities. They can also contribute in building networks with minority groups and marginalized communities to increase their participation in elections.

Political parties, NGOs and mass organizations played an important role in the 2015 election campaign in the city of Palu facing several problems that hindered political inclusiveness. Some efforts to solve the problem that can be done include:

#### **Improve voter registration system**

The first problem that hinders political inclusivity is inaccuracies in the voter registration system. To improve this system, the local government must improve the quality of voter data collection by periodically verifying data, ensuring the accuracy of voter data, and adding an accurate and integrated voter data validation system. This can help avoid the occurrence of multiple voters, fictitious voters, and other illegitimate voters.

#### **Improved accessibility of voting facilities**

The second problem is the lack of accessibility to voting facilities. Efforts that can be made is to increase the number of polling stations in areas that are difficult to reach, such as border areas and remote areas. In addition, local governments can ensure that polling stations are easily accessible and disability-friendly with access for disabled or elderly people.

#### **Increase voter participation**

The third problem is the low turnout of voters in general elections. Efforts that can be made are to increase public understanding of the importance of their voting rights and reduce fear of elections. This can be done through effective and focused outreach campaigns, such as expanding social media coverage and increasing public participation in public debates and meetings with potential candidates. Ensuring safety and security during elections.

In the 2015 general election (Pemilu) in Palu City, there were several efforts made by various parties to prepare and maintain political inclusiveness:

- 1) Increased security: The local government increased security by increasing security personnel and increasing patrols during the election season. Monitoring at polling stations was also tightened to prevent intimidation or threats of violence.
- 2) Voter participation: Based on KPU data, voter turnout in Palu City in the 2015 elections reached 80.43%. The election campaign was peaceful and involved various political

- parties and candidates in various venues, including markets and residential areas.
- 3) Women's participation: Although voter turnout is generally high, women's participation remains a concern. Several civil society organizations in Palu City held activities to increase women's participation in elections. It was also recorded that there were female candidates participating in elections in Palu City that year.
  - 4) Election oversight: Civil society organizations are involved in election oversight, including oversight of voter registers, voting and vote counting. This is done to ensure integrity and transparency in the general election process.
  - 5) Political inclusiveness: Several political parties in Indonesia seek to increase political inclusiveness by nominating candidates from various backgrounds, including religion and ethnicity. This effort aims to create equality in politics and encourage wider participation from society.

Although the information above does not cover all aspects of community involvement in political inclusiveness during the 2015 Election in Palu City, it can be concluded that there have been efforts from various parties to maintain political inclusiveness and increase public participation in the general election process.

KPU's efforts as an election management body is responsible for preparing and maintaining political inclusiveness in the 2015 elections in Palu City. Some of the efforts made by the KPU include:

- 1) Increase voter participation through outreach campaigns that involve the community, especially in hard-to-reach areas.
- 2) Provide facilities and convenience for persons with disabilities to be able to exercise their right to vote.
- 3) Hold candidate debates to increase transparency and accountability in democratic parties.
- 4) Ensure safety and security on election day.

Candidate Efforts is the party responsible for preparing and maintaining political inclusiveness in the 2015 elections in Palu City. Some of the efforts made by the candidate include:

- 1) Increasing community participation through quality socialization campaigns and prioritizing issues that are relevant to community needs.
- 2) Paying attention to the interests of persons with disabilities and conducting disability-friendly campaigns.
- 3) Ensure that the campaign is carried out peacefully and promotes tolerance between candidates.
- 4) Committed to respecting people's voting rights and receiving election results in a fair and transparent manner.

The efforts of political parties have a role in preparing and maintaining political inclusiveness in the 2015 elections in Palu City. Some of the efforts made by political parties include:

- 1) Encouraging public participation in the election process through quality socialization campaigns that cover issues that are important to the community.
- 2) Establish communication with certain community groups to fight for their interests and gain support.
- 3) Organize disability-friendly campaigns and pay attention to the interests of persons with disabilities. d. Committed to respecting the voting rights of the community and receiving election results in a fair and transparent manner. Community Efforts The community also



has a role in preparing for and maintaining political inclusiveness in the 2015 elections in Palu City.

The 2015 general election (Pemilu) in Palu City, like elections in Indonesia in general, had a significant positive impact on political inclusiveness in the city. Some of the positive impacts that can be identified are as follows:

- 1) **Voter Participation Increases:** With better political inclusiveness, Palu City residents feel more motivated to participate in the 2015 Election. Voter participation increased from 66.94% in the 2014 Election to 72.01% in the 2015 Election.
- 2) **Raising Political Awareness:** The 2015 election also had a positive impact in the form of increasing political awareness for Palu City residents. With the emergence of more candidates from various social, political and economic backgrounds, Palu City residents understand more about the importance of their right to vote and their role in selecting the right leaders.
- 3) **More Inclusive Political Representation:** One of the biggest positive impacts of political inclusiveness is the emergence of more inclusive political representation. In the 2015 elections, more female candidates, candidates from ethnic minorities, and candidates from young people were successfully elected to the Palu City DPRD.
- 4) **Leadership Quality Improvement:** With political inclusiveness, the 2015 Election in Palu City had a positive impact on the quality of leadership. The selection of qualified, integrity and competent candidates to lead the City of Palu can strengthen government performance and improve people's welfare.
- 5) **Strengthening Local Democracy:** The 2015 elections in Palu City had a positive impact on strengthening local democracy. With political inclusivity, the people of Palu City feel more involved in the general election process and have a greater opportunity to voice their aspirations through the election of their representatives in the Palu City DPRD.

Political inclusiveness in the 2015 Election in Palu City had significant positive impacts, including high voter turnout, increased political awareness, better political representation, better quality of leadership, and strengthening of local democracy. This positive impact has inspired other regions in Indonesia to increase political inclusiveness in general elections. Strengthening local democracy and political inclusiveness are interrelated, where strengthening local democracy increases people's participation in elections and creates wider opportunities for people to be involved in the political process. Several efforts were made in Palu City, including outreach and political education to the community, increasing voter accessibility, and providing a wider space for participation. ASN, bureaucracy, and local government play an important role in ensuring political inclusion, including providing open, transparent and accountable public services, fighting for community rights, and reflecting community interests in public policy. Political participation, political representation and political equality are also interrelated in elections.

High political participation increases legitimacy and public trust, political equality ensures equal access without discrimination, and political representation ensures representation of diverse communities and different interests. Political equality can be realized through equal access to information and resources, while political representation can be increased by reflecting the diversity of society in the electoral process. Political participation, political representation and political equality are intertwined in the mayoral election. Ensuring inclusive participation, good political representation, and political equality can increase legitimacy and public confidence in the electoral process and elected leaders. The politicization of ASN in regional head elections is an unethical act and is prohibited. ASN

must remain neutral and not take sides with any candidate. ASN politicization can endanger the independence and professionalism of ASN, which should provide public services in a professional and impartial manner. ASN must uphold the principle of neutrality, not be involved in practical political activities, and carry out tasks objectively, independently and professionally without taking sides with political, group or personal interests. If there is a regional head candidate who politicizes ASN, it is necessary to report it to the local KASN or BKD so that action can be taken in accordance with applicable regulations. Such action can be in the form of administrative sanctions or punishments, such as dismissal or demotion for ASN who are proven to be involved in practical politics. ASN must uphold the principle of neutrality, not be involved in practical political activities, and carry out tasks objectively, independently and professionally without taking sides with political, group or personal interests. If there is a regional head candidate who politicizes ASN, it is necessary to report it to the local KASN or BKD so that action can be taken in accordance with applicable regulations. Such action can be in the form of administrative sanctions or punishments, such as dismissal or demotion for ASN who are proven to be involved in practical politics. needs to be reported to the local KASN or BKD so that action can be taken in accordance with applicable regulations. Such action can be in the form of administrative sanctions or punishments, such as dismissal or demotion for ASN who are proven to be involved in practical politics. needs to be reported to the local KASN or BKD so that action can be taken in accordance with applicable regulations. Such action can be in the form of administrative sanctions or punishments, such as dismissal or demotion for ASN who are proven to be involved in practical politics.

The forms of ASN politicization by regional head candidates can vary depending on the methods and methods. Several forms of ASN politicization that often occur include:

- 1) Forcing ASN to support a particular candidate  
Candidates for regional heads can force ASN to support them, for example by threatening to impose sanctions or dismiss them if ASN does not support them. This method clearly violates the principle of neutrality and independence of ASN.
- 2) Promise a position or promotion  
Regional head candidates can promise positions or promotions to ASNs who are willing to support them. This of course violates the objectivity and professionalism principles of ASN in carrying out their duties.
- 3) Utilizing government facilities or budget  
Candidates for regional heads can use government facilities or budgets for campaign purposes, such as using offices or official vehicles to campaign or give gifts that are actually funded by the regional budget.
- 4) Giving rewards or bribes  
Regional head candidates can give compensation or bribes to ASN who are willing to support them, for example by giving money or goods directly or through intermediaries.

ASN politics carried out by regional head candidates is very unethical, violates the rules, and can endanger the independence and professionalism of ASN in carrying out their duties. Therefore, ASN must remain neutral and not involved in practical political activities. Symbiosis of mutualism is a mutually beneficial relationship between ASN voters and regional head candidates in the context of regional head elections in Indonesia. ASN provides support to candidates in the hope of getting back support in the form of votes at election time. ASN is considered important because it has knowledge and experience in the field of government administration, as well as access to resources and information related to public policy.

Candidates for regional heads can take advantage of support from ASN for political

gains, such as increasing their popularity and chances of winning elections. However, ASN must remain neutral and not favor certain candidates. They must adhere to the principles of ethics and integrity in carrying out their duties as public servants, and not use state resources for personal or group political interests. Symbiosis of mutualism between ASN voters and regional head candidates can occur if it is based on the principles of mutual benefit and integrity. However, ASNs must maintain their neutrality and not engage in unethical or unlawful political practices.

## CONCLUSION

The degree of ASN's political inclusiveness in the election of the mayor and deputy mayor of Palu should be in a neutral position, but in reality, there has been pressure, both directly and indirectly, by certain parties who are in the winning team of each participant or candidate for mayor and deputy mayor. So that in making political decisions by ASN it is no longer based on the vision and mission of the mayoral and deputy mayoral candidates but is impressed or feels mobilized.

The degree of political inclusivity of ASN related to the bureaucracy cannot be separated immediately because it is an inseparable part between ASN and the bureaucracy because bureaucracy is a system of an institution that has value and meaning, but in the context of the election of the mayor and deputy mayor of Palu there are things things that indicate the existence of a political bureaucracy that plays because of certain political interests.

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