

**THE MEANING OF NEUTRALITY OF THE CIVIL APPARATUS IN REGIONAL HEAD ELECTIONS IN THE DAYAK TRIBE IN CENTRAL KALIMANTAN**

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<https://doi.org/10.54922/IJEHSS.2023.0582>

**ABSTRACT**

One of the government's efforts to maintain the neutrality of the State Civil Apparatus (ASN) towards political elements is by introducing effective management through a performance system. ASNs are expected to be honest, professional, impartial and free from political interference, free from collusion, corruption and nepotism (KKN) and able to provide public services. ASNs with work contracts are part of the solution, not part of the problem. Several laws and regulations The government was drafted and underwent several changes to facilitate the running of the Pilkada, and finally Law Number 23 of 2014 there were many changes in the governance structure in Indonesia, among others: Law Number 8 of 2015 concerning the Election of Governors, Regents and Mayors and Law Number 9 of 2015 concerning Regional Government which strengthens that Pilkada is carried out directly. This research aims to (1.) Understand the meaning of the neutrality of the State Civil Apparatus in the Election of Regional Heads based on the values of Belom Bahadat of the Central Kalimantan Dayak tribe, and (2) Describe the shift in the meaning of neutrality so that it influences the actions of the State Civil Apparatus in the Election of Regional Heads based on the philosophy of the values of the Belom Bahadat tribe of the Dayak tribe of Central Kalimantan.

**Keywords:** Neutrality, Civil Apparatus, Regional Head Elections, IDayak Tribe, Central Kalimantan.

**1. INTRODUCTION**

The issue of the neutrality of the State Civil Apparatus in Indonesia, which is called ASN, still seems to be a big homework for the Government of Indonesia. This is because the issue of ASN Neutrality has grown and developed since the New Order era which was marked by ASN being aligned with the Party through its involvement in the campaign process ahead of the general election (election). Along the way, violations of ASN neutrality mushroomed even in regional head elections (pilkada).

Neutrality is a bureaucratic tradition in Western countries. The concept of neutrality is attached to a merit system where the second goal is to create a quality bureaucracy by relying on the competencies and capabilities of candidates with respect to recruitment and promotion (Ebinger et al., 2019). In other words, neutrality-based recruitment is often seen as the opposite of the politicization of public administration. Recruitment based on achievement and competence, not on personal relationships or political affiliation, is expected to create a neutral bureaucracy.

During the New Order, the issue of civil servants (PNS) was often debated in democratic life in Indonesia. Government Regulation Number 5 of 1999 which was later amended by Government

Regulation Number 12 of 1999 concerning civil servants who are members of political parties is intended to answer the problems that have occurred so far. The regulation is intended so that civil servants are neutral in political parties. It is also hoped that this regulation can provide fresh air in the life of political parties in Indonesia because so far civil servants have been used to support one of the political parties (Hartini, 2009).

Edward (Ramadhan, 2020) stated that the ORBA Legacy (New Order) was valid for 32 years and did not necessarily disappear with the reforms in 1998 and direct elections in 2004 for the social system of Indonesian society which was very patronizing or a term that was very common in the ORBA era was the origin of the father. happy (ABS). Many people think of the terms patron-client as synonymous, but they have different meanings.

The fact of implementing a form of democracy, namely Simultaneous Elections, the public finds that there are ASN employees who are not neutral, so that the public must be brave enough to report ASN to the personnel supervisor, inspectorate, bureau or section assigned to oversee ASN where ASN works and also report to Bawaslu as an institution who are assigned the task of supervising and enforcing the conduct of elections. This research is a development of scientific work and theses/thesis in the previous period to find the state of the art on any principle in order to make it happen. The neutrality of ASN in the election which will be explained in the discussion of research on the processing technique data obtained. Several observations and references from researchers found that ASN is strictly prohibited from participating in political activities, including providing support to candidates for Regional Head contestants, but failed to change thoughts and behaviors that are no longer a secret to the general public. It is hoped that a more in-depth discussion of research can bring about implementation and renewal for the change and progress of the country in realizing a noble and dignified democracy (Sacipto et al., 2021).

Research conducted by Muhammad Eko Atmojo et al., in 2023 found that the holding of elections introduced in 2020, regional politicians are indeed full of advantages and disadvantages. The minus, apart from that almost all regional head elections always occur problems arise from the neutrality of the bureaucracy. Where in 2020, 694 officers committed violations and were notified by the State Civil Engineering Commission. This shows the implementation. The election of the regional head became a driving force for the main candidates for Area and ASN to implement customer-to-customer practices. In addition to implementing regional head elections, it was also held for this purpose during the Covid-19 pandemic, ASN could be involved in carrying out the campaign, etc. Because in 2020 many official engagements openly show their support for a candidate (Atmojo et al., 2023).

Bureaucratic neutrality is essentially a system that requires that the bureaucracy will not change in providing services to its leaders, even if the leadership changes with another leader. The provision of services has not shifted in the slightest even though the leadership has changed. The bureaucracy in providing services is based on professionalism not because of political interests (Thoha, 2014). An ASN is expected to have character/ethics and professionalism as the main capital to achieve neutrality. High professionalism needs to be developed, not only to increase the competence of the bureaucracy in serving the community, but also to increase the

independence of the bureaucracy in dealing with pressure and political intervention (Dwiyanto, 2015).

The manifest context of neutrality is defined as the non-involvement of the bureaucracy or state civil apparatus subjects in regional head elections, either actively or passively. Some of the problems that have occurred so far relate to bureaucratic neutrality from politics which is almost impossible, because if political parties are unable to provide alternative development programs and mobilize support, the bureaucracy will carry out its own tasks and seek political support outside political parties that can help it. In formulating political policies, there is political support that occurs through three sources, namely; 1) In the external environment, 2) In the legislature, and 3) In the bureaucracy itself (executive branch) (Sacipto et al., 2021)

But the fact is that bureaucracy is a tool for carrying out political decisions which will ultimately conclude that bureaucracy and politics will always go hand in hand. It's just that the bureaucracy must have certain limits so as not to get caught up in the interests of political power. The bureaucracy must also improve its professionalism by changing service orientation from boxing behavior to teamwork behavior, and from superiors' orientation towards customer focus and customer satisfaction. All of these things can be realized if supported by Apparatus who are qualified in resources (Edhib Harits Anugrah, 2020).

ASN has a high professional spirit capable of interpreting the meaning of neutrality so that it is manifested in an action which certainly does not deviate from government regulations which are always obeyed. Actions in accordance with legal and customary norms that are embodied in the behavior of ASN who are responsible for their country. Prioritizing the interests of society rather than personal interests by not supporting candidate pairs and acting openly to show their non-neutrality. the interactions that ASN undergoes within their agencies can affect the meaning of neutrality. Blumer (Rauty, 2019) states that symbolic interaction is ultimately based on three starting points, individuals act on the basis of the meaning of something, the meaning of an object or word based on interactions with other people; and meaning is used and developed through the interpretation of symbols used to process something that is encountered.

This basic belief affirms the neutrality of the state, representing the public interest, in relation to the different interests of 'civil society'. Aron (Poulantzas, 2017) claims that the capitalist class is never really regulated in a capitalist society, in the sense that members rarely participate directly in government; others claim that members of the State apparatus, 'public servants', are neutral towards the interests of social groups.

Research conducted by Berhanu in Ethiopia found that bureaucratic leadership that was not neutral there had encouraged partisan bureaucracy and spoils systems which in the end became the characteristics of government officials who were always only concerned with personal gain (Berhanu, 2016). Karl Marx (Atmojo et al., 2021) who emphasized that the bureaucracy will never be neutral, tends to only prioritize personal interests and groups with large influence. Coupled with a very strategic position, being between politics and society, as it is known that politics is a policy-making actor as well as a supervisor in regional agencies which of course has an interest in every step taken, these political actors come from regional heads which include governors and regents. Meanwhile, the community is also one of the parties that is closely

related to the bureaucracy, along with the development of the concept that the bureaucracy is implementing policies in the field and serving the community which of course will easily make personal approaches, lead opinions, and even the masses. The bureaucracy has a dilemmatic position to be neutral with the dichotomous system of administration and politics (Hustedt & Salomonsen, 2018).

In the East Kotawaringin Regency election in 2020 there is also a patron-client relationship as written by James Scott. The basic pattern is that of an informal cluster consisting of a power figure who is in a position to provide security, inducement, or both, and his personal retainers who, in exchange for those benefits, contribute their personal loyalty and assistance to the protective design. Such a vertical pattern of patron-client relations is an important structural principle of politics in Southeast Asia. Carini (Tamale, 2021) says that the relations that arise in the bureaucracy are essentially a consequence of negative democratic developments. One of them is due to the expansion of the bureaucracy followed by a centralistic tendency in political development.

A similar condition also occurred in the 2020 Pilkada in Kotawaringin Timur Regency, the neutrality of ASN was in the spotlight because the pairs of candidates who ran gave rise to its own fragmentation among the bureaucracy. Weber and Wilson (Hustedt & Salomonsen, 2018) neutral bureaucracy is conventionally considered to guarantee competency and immunity to opportunistic ideas introduced by volatile and sometimes erratic political leadership. In that sense, the bureaucracy is considered a central element in the coming of modern democratic government. In an increasingly 'rationalized' environment, the expertise and competence of the bureaucracy is needed to cope with the functional demands facing the public sector.

Developing countries need alternative solutions to the problems faced by the electoral bureaucracy. The prismatic model of developing countries is reflected in the politicization of the bureaucracy which is rooted in legal structures such as the police (Sarker et al., 2017). Riggs (Saadah, 2020) states that the practical problems of the bureaucracy as a public organization can be divided into three areas: problems of the physical environment, human environment, and cultural environment. The physical environment as the geopolitical basis of a region becomes irrelevant when it is practiced in other regions with different geopolitics. The human environment can shape and change the characteristics of social systems based on demography, biology, and psychology. The cultural environment is a complementary relationship between the physical environment and the human environment which can eliminate the boundaries in the practice of bureaucratic administration. Bureaucratic political neutrality can be achieved if the electoral bureaucracy is truly rational. Rational behavior can be achieved when strengthening the contextual environment becomes a reference point in the attitude and behavior of the bureaucracy.

The city of Waringin Timur is one of the districts in the province of Central Kalimantan which has the values of the Huma Betang philosophy as the values of good character in the life of the Dayak tribe. The values of the Unfaithful are practiced in the life of the social interaction of the Dayak people. Belom Bahadat (live according to tradition so that it becomes whole as a human being). Ilon (Fatchurahman et al., 2018) The Dayak people have three basic attitudes in living

their life choices, both toward God, the supernatural, plants, animals, and humans. The three basic attitudes are respect, respect and courtesy. These three basic attitudes place the Dayak as natural managers, not exploitative rulers in dealing with nature and others.

The *Belom Bahadat* values for ASN are life values that can guide individuals and communities who have an attitude of neutrality in regional head elections. The concept of *Belom Bahadat* values is *Mikeh* (Fear) and *Mahamen* (Shame). As an ASN, *Mikeh* should have the attitude that he made a mistake by violating government regulations which have directed that ASN must act neutral during general elections or regional head elections. Furthermore, ASN has an attitude of shame if it violates government regulations under state law. Based on the previous explanation, the formulation of the problem in this study is: (1) What is the meaning of the neutrality of the State Civil Apparatus in the Election of Regional Heads based on the philosophy of *Belom Bahadat* values of the Central Kalimantan Dayak tribe? (2) How does the shift in the meaning of neutrality affect the actions of the State Civil Apparatus in the Election of Regional Heads based on the philosophy of *Belom Bahadat* values of the Central Kalimantan Dayak tribe?

## 2. LITERATURE REVIEW

### a. Neutrality

UU no. 5 of 2014 applies to ASN, neutrality is defined as being free from the influence and interference of all political groups and parties. To maintain ASN neutrality due to political interference with the parties and ensure the integrity, coherence and unity of ASN and attract everyone's attention. Attention, thought and energy for the busy work of ASN is prohibited from officially joining as a member and/or as a party. So the point of neutrality is that officials are free from influence by the interests of certain political parties and do not side with any party, certain parties do not play a role in politics for fear of being exploited by workers instead of using state institutions for the benefit of political parties.

Neutrality is the act of not following the schedule prohibited in the regulation (Riwanto, 2019). Lestari & Agung (Setiawan & Hapsari, 2022) state that neutrality is an impartial or independent attitude that a person has when he is not under the influence of a party. This is necessary for the government because the delivery of public services is not affected by political currents and changes in leadership (Neutrality is needed to create a stable bureaucratic climate and ensure that it is not affected by intervention. This neutrality is a rule that limits practical political involvement because officials are civil servants. This this shows that civil servants still have the right to vote but are free from interference in the interests of political parties (Perdana, 2019).

Neutrality of the State Civil Apparatus in *Pilkada*. Neutrality comes from the word neutral which means pure (Echols & Shadily, 1975). Pure in this case is equated with not partial. In this context, the meaning of neutral relates to at least 4 (four) meanings, namely: (1) being impartial and impartial to one group/group, (2) not discriminatory, (3) sterile from group interests, and (4) not affected by the interests of political parties (Chakim, 2020).

Political neutrality implies that the bureaucracy is above and beyond politics. Neutral and impartial. Not aligned with, has a preference for, or is biased towards any political party. Loyalty is for the public and not for any one person or political party. The main goal of bureaucrats is to



provide public services without partisanship, bias, preference or political interference. Neutrality politics also implies that there is no political interference in the appointment of public servants, and appointments are made purely on the basis of merit and competence. Political neutrality when applicable, gives public servants a sense of security. Bureaucrats will be assigned to positions based on their merits, and it will be that their execution skills are sufficient to carry them to the next level of the hierarchy. All bureaucrats would work on the principles of hard work and independent and impersonal thinking, and no benefit would be derived from courting political masters. Hence for the bureaucracy to be productive there is a need to make it independent from political intervention and pressure which will allow civil servants to perform public services in an efficient and professional manner (Tanwir & Fennell, 2010).

### **b. Bureaucratic Neutrality**

The dynamics of interaction between politics and the bureaucracy that characterizes the discourse on bureaucratic reform after the reconstruction of the political system uses direct elections as a means of democracy for the parties. As the transition process, these changes are made not work without problems. The issue of bureaucratic and political relations in Indonesia has a long history. The new era of the new order has placed the bureaucracy as the main voice trainer. The bureaucracy that actually has to serve the community is on the contrary, loyal to serve the authority (executive).

The established and now traditional literature on bureaucracy derives largely from the work of the 19th-century social scientist Max Weber. Traditional actions refer to actions that are rooted in or have become a habit of the ancients. Shares a value-based value orientation for reasons and goals related to value beliefs of individuals regardless of outcome. Then act according to the goal orientation according to Max Weber is to achieve goals in a reasonable way and calculated with relevant factors.

Finally, affective action is one that is determined by emotional conditions and orientation. Weberian bureaucrats are expected to comply with norms of rationality, specialization, political neutrality, meritocratic recruitment and long-term career paths among other characteristics (Weber, 1968). The notion of political neutrality governed by a Weberian framework requires the bureaucracy to be indifferent to the ruling political parties and to ensure that their actions are based on neutrality and impartiality towards all political parties. Bureaucrats are considered as a public servant who operates solely for the benefit of the public and must not be subject to pressure from political processes or parties (Tanwir & Fennell, 2010).

Weber emphasized that domination is given through administration and legal domination requires a bureaucracy for its implementation. In addition, Weber considered bureaucracy to be the most rational and efficient form of organization ever devised by humans. Weber, who wrote perhaps the most famous statements about bureaucracy, used the term in ways contrary to its usual meaning, both before and after he wrote. Weber argues that bureaucracy embodies the concept of justice that is familiar to Western jurisprudential systems. In the case of bureaucracy, “equal application of law” simply translates into equal (and impersonal) application of rules (Weber, 2014).

A neutral bureaucracy can be interpreted as an action that does not show partiality to group interests, does not follow the orientation of parts of political actors, and does not discriminate in carrying out its main duties and functions (Utomo, 2018). Bureaucratic neutrality is a guideline made so that civil servants can provide services based on professionalism and not the interests of the political sector. Thus the notion of bureaucratic neutrality in Indonesia is dominated by the desire for civil servant neutrality which is not in favor of group interests and must be oriented to the public interest (Thoha, 2012).

The Weberian construction of the ideal bureaucrat as rational, efficient, and achievement-oriented provides a template for evaluating the actions and effectiveness of bureaucrats. Weberian bureaucrats are seen as agents of the state; agents characterized as functioning not on an inherent sense of motivation but on an externally imposed set of criteria. The implication is that the actions of bureaucrats must not be driven by any intrinsic values but are instrumental in nature. The duties of the bureaucrats of the state apparatus are limited to implementing policies as part of the state executive. Mediation of bureaucratic behavior is a consequence of the autonomy gained from externally imposed regulations. These rules provide the basis for a Weberian bureaucracy that is achievement and goal oriented, protected from political interference, and follows the norms of rationality, discipline, special knowledge (Tanwir & Fennell, 2010).

Max Weber & Wilson (Hustedt & Salomonsen, 2018) consider neutrality to be a core trait of bureaucratic merit since its initial conceptualization, it is possible to trace scientific differences to the conceptualization of neutral competence throughout the development of the public administration literature. Weber argued that expert and procedural knowledge is a core asset of bureaucrats equipping them with an earlier start compared to their political masters. This head start has two implications: first, they are supposed to be controlled by their political masters to ensure democratic governance, i.e. hierarchy is needed as a key instrument to direct bureaucratic organization. Second, advice to political masters based on 'best available knowledge' is a primary duty of the civil service and can only be delivered on a politically neutral basis.

### **c. Neutrality of the State Civil Apparatus (ASN)**

Neutrality of the State Civil Apparatus (ASN) is related to impartiality, where an ASN employee must be impartial, in the sense of being fair, objective, impartial, free from influence, free from intervention, free from conflicts of interest, and impartial. The neutrality of ASN is divided into three aspects, namely neutrality in politics, neutrality in public services and neutrality in the management of ASN. However, violations of ASN neutrality in regional head elections are still high. Based on the latest simultaneous post-conflict local election data (2015, 2017 and 2018) there was a relatively high increase in ASN neutrality violations in 2018 (Suwitri et al., 2019).

The neutrality of ASN shows that officials are not passive and actively participate in every regional, legislative and presidential election agenda. According to language, neutrality is an act of impartiality and does not follow either party. ASN neutrality is related to good governance in the characteristics of the World Bank (Setiawan & Hapsari, 2022).

The neutrality of ASN in regional head elections is what often causes problems. The problem is the emergence of bureaucratic politicization practices by regional heads who are political officials. "Currently, the issue of bureaucratic neutrality in the ASN case has become important

in this regional context, especially in terms of regional head elections. In the regional head election process, bureaucratic positions were asked to be neutral. The bureaucracy's potential to influence voters on a particular candidate as well as the candidate's desire to win the election, then meet in a paradox where neutrality matters. Politicians have the potential to utilize bureaucratic networks to their advantage in the political arena if it is possible for bureaucrats to engage in that arena at least to achieve higher positions or simply to maintain positions in local government structures. This is a trend that emphasizes important issues of neutrality and its various implications related to bureaucratic positions (Sarnawa, 2018).”

### 3. RESEARCH METHOD

The paradigm used in this study is the social definition paradigm to find out the meaning of neutrality of state civil servants in regional head elections based on the philosophy of Belom Bahadat values of the Dayak tribe of Central Kalimantan. The social definition paradigm looks at individual thinking processes. Meaning can be identified as well as social interaction. ASN is still responsible for their actions.

This study uses the social definition paradigm by Max Weber (Susanto, 2014) in relation to social activities. This paradigm explains that the individual thoughts of a particular society influence the internal structure of this society. The principle of reason provides a solid foundation for the paradigm of social definition based on the work of Max Weber. The paradigm considered as social reality is social activity. above and beyond, There is also a fundamental view in the social definition paradigm, namely subjectivity. The view of subjectivity states that reality can only be perceived with awareness. The social definition paradigm does not have a starting point of social reality, which is objective but separate from individual thinking as a subject. In this respect social reality is objective, but independent. When determining how to proceed, the focus is always on the individual. The social definition paradigm is known for three main theories, namely action theory, symbolic interaction theory and phenomenological theory. Action theory (Action) The theory adapted from the work of Max Weber (Susanto, 2014), places great emphasis on the intersubjective and intrasubjective actions of human thought, which implies social action.

This study uses a qualitative approach to find out the meaning of neutrality of the State Civil Apparatus in the Election of Regional Heads based on the philosophy of Belom Bahadat values of the Central Kalimantan Dayak tribe. Qualitative approaches tend to collect data in the field where participants experience the issues or problems being studied. Researchers do not bring individuals into the laboratory (blind situation), nor do researchers usually send instruments for individuals to complete. Information is collected by actually speaking directly to people and viewing behavior and acting in the context of the main qualitative characteristics of natural settings (Creswell & Creswell, 2018).

Qualitative research is research that aims to collect a database of texts and analyze the material by dividing it into groups of sentences called clauses and determining the meaning derived from these groups of sentences. Analyze data by using sentences or pictures as a description of the basic phenomenon being studied. Take a single image or location (Creswell, 2015).

This type of research is phenomenology to find out the meaning of neutrality of state civil servants in regional head elections based on the philosophy of Belom Bahadat values of the Dayak tribe of Central Kalimantan. Mustakas (Greening, 2019) this simple phenomenological articulation, his research seeks to provide a description rather than an explanation starting from a



free perspective where phenomenological hypotheses and preconceptions. Research methods are effective in eliciting individual perceptions and experiences at highly manipulative levels and challenging structural assumptions.

Phenomenological research involves many participants, it is easier to note the power of inference increases the more actors with more than one participant. Consequently, it becomes increasingly easy to distinguish between qualitative and statistical validity when phenomenological research methodologies are used (Smith, 2015). Schutz (Greening, 2019) states that phenomenological research is significant in showing the existence of factors and their implications in the context of different cases, but; it is only applicable in situations where an experimental approach has been used in suggesting the extent of the population from which the participants or samples were drawn. What is important with phenomenological research methodologies is that it is easier to provide detailed comments on individual situations that would otherwise not allow for outright generalizations, just as survey research does.

#### **4. RESEARCH RESULTS AND DISCUSSION**

ASN as part of the state is an individual who is full of responsibility in running the government. Since childhood, the individual has worked as an ANS. The values of good character continue to be practiced throughout life, especially legal norms, religious norms and customary norms. However, the Dayak tribe is basically not directly familiar with state law. This was shown in the year before 1895 the Dayak people killed each other with the term Ngayau or cutting off the opponent's head if he was deemed guilty. The regulations appeared after a meeting of the Dayak tribesmen in Tumbang Anoi which was driven by Damang Batu. How can the Dayak people unite and follow the rules, there are 96 articles. Article 96 does not mean that they are not yet converts. Neutral, so not by favoring one of the candidates. State rules there are sanctions according to light, moderate, serious violations. The customary penalty for jipen/singer is a fine. In line with Weberian theory, bureaucrats are considered as agents of the state; agents characterized as functioning not on an inherent sense of motivation but on an externally imposed set of criteria. The implication is that the actions of bureaucrats must not be driven by any intrinsic values but are instrumental in nature. The duties of the bureaucrats of the state apparatus are limited to implementing policies as part of the state executive. Mediation of bureaucratic behavior is a consequence of the autonomy gained from externally imposed regulations. These rules provide the basis for a Weberian bureaucracy that is achievement and goal oriented, protected from political interference, and follows the norms of rationality, discipline, special knowledge (Tanwir & Fennell, 2010).

ASN in East Kotawaringin during the 2020 PILKADA which protects itself from political interference. Although not a few ASN received pressure from leaders or relatives who came to seek support. Most ASN are able to deal with the onslaught of pressure by adhering to their professional values which are manifested in behavior to continue to be indifferent and show impartiality. The socialization from the KPU has further increased the meaning of neutrality that ASN has. Apart from that, Belom Bahadat principles such as sikaf mike and mahamen. The KPU appealed to the public, especially civil servants, to have a mike attitude or be afraid to violate regulations related to elections.

As an organizational form, bureaucracy subjected individuals to oppressive routines, limited individual freedom, and supported the "paralyzed personality" of specialists. As a potential political force, the bureaucracy becomes dangerous when it bypasses its proper function and tries

to control the rule of law rather than submit to it. Weber argued that the bureaucrat should stay away from politics and confine himself to “the impartial administration of his office,” and that he should subordinate his personal opinions on policy matters to his sense of duty (Weber, 2014).

Regional leaders who put pressure on political choices even though it has been explained in various laws and regulations in Indonesia that political parties may not be involved in public services. In practice, favoritism, kickbacks, and the exchange of goods or services are considered. Because of their intense control over government resources, civil servants have a great capacity not only to vote, but also to influence the public to vote.

The Dayak people who work as civil servants will certainly not be affected by any political pressure. Because since childhood the Dayak ethnic civil servant has been instilled with traditional values which will certainly affect the actions taken. The Belom Bahadat philosophy as one of the traditional teachings that continues to be practiced by the Dayak tribe, especially ASN and the Dayak community in general, is a rule that has been included in the Central Kalimantan Regional Regulation. Belom Bahadat who is one of the guides in living life for the Dayak tribe of Central Kalimantan.

Lambut (Fatchurahman et al., 2018) describes the concept of Belom Bahadat as citizen behavior, namely: miki, mahamen, and mangalah. miki means fear, fear of doing wrong, fear of physical threats or unfavorable consequences for an action. Mahamen means to be ashamed, to be ashamed of doing something wrong or to feel ashamed because it is not commonly practiced. It is a positive causal attitude that makes sense to avoid wider repercussions. Miki, mahamen and mangalah are emotional balances that have a social function to provide psychological support for the principles of mutual respect and respect, to achieve an orderly, safe and peaceful atmosphere (ruhui rahayu).

Orderly and safe conditions in the Regional Head elections are carried out by the government through the Bawaslu by taking firm action if there are incumbent pairs and success teams trying to influence ASN. If the ASN does not have a neutral principle of life, it will be influenced by pressure or voluntarily because it wants to defend its position pro towards the incumbent pair. The tendency of ASN to get involved because they are afraid of being removed from their position and promised to get a higher position and all kinds of things in a certain way is a certain motivation. The involvement of ASN is not only for echelon II but also for the lowest echelon.

Hollyson (Anugrah & Sangkala, 2022) Factors that cause bureaucratic neutrality violations due to the Patron-Client cultural factor are the main causes of bureaucratic alignments in regional elections. Patrons are leaders and clients are subordinates, both work because there is a bound relationship. Patron-client culture can be reflected in the New Order regime which is known to be very patrimonial. The patron-client culture positions the boss or patron to provide or give the position to the client by returning the services of the subordinates or the client must provide loyalty and dedication. The bureaucracy is bound by superiors so that instructions from superiors as patrons become a benchmark for bureaucrats to act, including providing support and mobilizing the community for one of the Regional Head candidates.

Hadiz (Yuwono, 2017) stated that in the Indonesian context, especially in the election aspect, the attention of the bureaucracy to the neutrality of politics is a very hot issue. The Indonesian policy government has clearly made it clear that the bureaucracy must be neutral from politics. There is a strict prohibition for bureaucrats to get involved in politics. The main reason for this is that the bureaucracy can be used as a political tool to achieve its political goals.

Law Number 5 of 2014 concerning State Civil Apparatus (PNS) is considered to have the potential to minimize abuse of authority (Mubin & Roziqin, 2018). The government, which is actually a political official, has enormous power over the bureaucracy. In fact, the influence of the government (executive) reaches almost all state institutions because all state institutions (legislative, judicial and other institutions formed based on the constitution) have bureaucratic elements (through the general secretariat) (Suwitri et al., 2019)

Thoha (Ali et al., 2017) states that the working relationship between political officials and bureaucratic officials is a patron-client relationship. This type of relationship implements the relationship between the ruler and the executive who controls it, so that its effect on the bureaucracy is that the bureaucracy functions as a political machine and complements the existence of political officials, and finally the bureaucracy cannot determine executive power. Overcoming this, the roles and functions of the bureaucracy must change towards teamwork which gives birth to the workings of bureaucratic solutions.

It is undeniable that before running for regional heads, there were several incumbent partners who had exerted massive influence, especially for strategic positions. ASN who are loyal will be rewarded by getting a strategic position, and vice versa, namely ASN who are disloyal will be moved to a position that is not strategic with a location that is quite far away. This action is considered as a strategic step to secure steps to win regional head elections. This is also a threat to ASNs who have not yet made a choice; So ASN will feel pressured to see other bureaucrats being transferred. Within the local government bureaucracy, regional head elections like this have caused great divisions and anxiety.

Max Weber & Wilson (Hustedt & Salomonsen, 2018) consider neutrality to be a core trait of bureaucratic merit since its initial conceptualization, it is possible to trace scientific differences to the conceptualization of neutral competence throughout the development of the public administration literature. Weber argues that expert and procedural knowledge is a core asset of bureaucrats equipping them with an earlier start compared to their political masters. This head start has two implications: first, they are supposed to be controlled by their political masters to ensure democratic governance, i.e. hierarchy is needed as a key instrument to direct bureaucratic organization. Second, advice to political masters based on 'best available knowledge' is a primary duty of the civil service and can only be delivered on a politically neutral basis.

Hollyson (Anugrah & Sangkala, 2022) Factors that cause violations of bureaucratic neutrality are due to kinship factors formed on the basis of the same biological ancestry, in a cultural context there are social relations that are fostered because they are within a tight scope. Kinship has an impact on the bureaucrat's desire to side with one particular pair of candidates.

Indicators of a high level of bureaucratic neutrality include the absence of ASN support for the incumbent or incumbent regent candidate on social media and the ASN not responding to requests from the incumbent regent candidate's campaign team to take actions that could benefit the incumbent regent candidate. Meanwhile, indicators of a low level of bureaucratic neutrality include maintaining neutrality after finding support from other ASN colleagues for non-incumbent or incumbent regent candidates on social media and maintaining no support for non-incumbent or incumbent regent candidates. These findings present an opportunity to realize professional achievements and the bureaucratic system in Indonesia (Indiahono, 2022).

Hollyson (Anugrah & Sangkala, 2022) The factors that cause bureaucratic neutrality violations are due to the Bureaucratic Position factor in the election due to internal motivation to perpetuate

power and the existence of personal interests in the form of interests to maintain and improve positions or career positions. The motivation to get a position or position in the bureaucracy results in a bureaucrat actively participating in elections, including political campaigns to win a certain candidate pair. The elected pair is appointed, then in the not too distant future there will be a promotion of positions for bureaucrats who side with or play an important role in winning elections or vice versa there will be a mutation of bureaucrats.

ASN is simply one of the most influential actors in these political networks. religious or customary leaders played a similar role. In addition, voters can ignore this transaction and vote with other considerations. Civil servants are only one of the many examples of social networks that regional head candidates have mobilized to gain support. ASN in terms of winning the incumbent is a powerful enough instrument to mobilize voters, because they have control over state resources and political power to decide what should and should not be done with the authority given to the incumbent pair.

In the end, this at least violates the three principles of bureaucratic neutrality, namely politics, public services and policies, and labor management. Violation of these matters will certainly weaken the application of the meritocratic principle that is currently being carried out in Indonesia. This is because politicians push bureaucrats and resources and power into a means of maintaining political support for the incumbent pair. The threat to ASN is caused by promotion to a higher career path not because of achievements and performance achievements, where closeness to political actors is a more determining factor. More specifically, the meaning of neutrality of the State Civil Apparatus in the Election of Regional Heads based on the values of Belom Bahadat of the Kalimantan Dayak tribe Center resulting from research as follows:

The Meaning of Neutrality of State Civil Apparatus in the Election of Regional Heads Based on Non-Ballah Values of the Dayak Tribe of Central Kalimantan, uses the main concept of Blumer's theory. As explained by Blumer, symbolic interactionism refers to the basis of three simple premises, namely individual action, meaning, and shifts in meaning. The first premise emphasizes that individuals act on something based on meaning. The results of this study indicate that ASN of the Dayak tribe of Central Kalimantan has the principle of Not yet Bahadat (a life based on culture and manners). The principle of life of the Not Yet Bahadat is a harmonious concept of life which contains the values of balance, harmony and synchronization.

The second premise confirms that the meaning contained in something exists based on the social interactions that individuals have with other individuals. The results of the study show that ASN of the Dayak ethnic group of Central Kalimantan believe that the values of Belom Bahadat can lead to greatness. If applied in everyday life and in the election of regional heads, it will bring prosperity to the whole community. Belom Bahadat is a way of life that upholds honesty, equality, togetherness and tolerance and obeys the law (state law, customary law and natural law). If you can manifest the "Belom Bahadat" lifestyle, it will manifest in the form of "Belom Pengyang Hinje Simpei" for shared prosperity, coexistence, harmony and peace.

The third premise asserts that these meanings are processed, and developed through, the process of views regarding the interpretation of individuals and groups of individuals regarding a thing encountered. The results of the study show that Belom Bahadat values are life attitudes that guide ASN to be neutral. Bureaucratic neutrality is manifested in ASN who apply the Belom Bahadat life principles, namely mihak (fear), mahamen (shame) and mangalah (give in). Mihak means fear, fear of doing something wrong, fear of physical threats or bad consequences of an

action. Mahamen means shame, shame for doing something wrong, or shame for not doing it publicly. Mangalah is a positive attitude that makes sense to avoid wider consequences.

## 5. CONCLUSION

Based on the results of research on the Meaning of Neutrality of State Civil Apparatus in the Election of Regional Heads Based on the Philosophy of Non-Bahadat Values of the Dayak Tribe of Central Kalimantan which have been described in previous chapters, it can be concluded as follows: First: The Meaning of Neutrality of State Civil Apparatuses in the Election of Regional Heads based on philosophy Belom Bahadat values. The neutrality of the Dayak ASN contains principles, (a) Mikeh is the attitude or behavior of ASN who are afraid of violating the law. Both state law and customary law. By violating government regulations regarding non-neutrality, individuals will be rewarded for their actions; and (b) Mahamen is a principle of life that regulates balance so ASN can live in harmony and peace. Mahamen if he violates the rules by siding with one of the candidate pairs. The ideal neutrality is that civil servants understand their rights and obligations.

Second: The meaning of neutrality of civil servants in regional head elections based on the philosophy of Belom Bahadat values has not changed. ASN tries to carry out its obligations with full responsibility and without pressure in the implementation of regional head elections. The neutrality of the bureaucracy is built on the principle of customary values which uphold obedience to customary law and state law.

## AKNOWLEDGMENT

An article entitled " The Meaning Of Neutrality Of The Civil Apparatus In Regional Head Elections In The Dayak Tribe In Central Kalimantan is written by the four of them, Alang, Ishomuddin, Vina Salviana DS, and Tri Sulistyaningsih. The author realizes that without the support of various parties, this article would never have been compiled. Every effort has been made in the preparation of this article. However, the author realizes there will be deficiencies due to the limitations of the author's abilities and knowledge. Therefore, the authors expect constructive criticism and suggestions to correct these deficiencies in the future.

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