

Democracy As A Value And Democracy As A Procedure

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Abstract

Democracy in general can be viewed from two perspectives, democracy as a value and democracy as a procedure. As a universal democratic value which can simply be interpreted as the government of the society, by the society and for the society. Meanwhile, as a procedure it is a mechanism for selecting representatives who will sit in the representative institution / parliament. Beside of that, it is also a mechanism to test the legitimacy of a regime. This research will emphasize on the second perspective, namely democracy as a procedure. Democracy was originally seen in the days of Ancient Greece, which implemented direct democracy in its city-state. This was effective because at that time the city-states of that era had a small population and a small area. In a modern country, according to its development, democracy implementation is no longer direct but representative democracy, in which the process of electing people's representatives is carried out by referring to the standards set by democratic theory, namely without pressure, confidential, transparency and not manipulated. Thus, apart from political equality and accountability, there are other basic requirements in representative democracy, namely that the representatives are representatives of the society.

Keywords: *democracy, regional autonomy, government, local government, local community*

1. INTRODUCTION

Local democracy is the implication of decentralization as the implementation of the principle of dispersion of power vertically, where power is not only divided according to function, but also according to geographical levels that follow government administrative areas (such as province, region / city, district and village). This implies that democracy can also be realized at the local level of a country which will result in a need for decentralization that leads to devolution of power [1].

The meaning of local democracy cannot be separated from the meaning of democracy in general, where the demands contained in democracy in general are also found in local democracy [2]. In this study, the focus of the study is representative democracy, where the core of representative democracy is the existence of two pillars that support it. The first pillar consists of political party, election and parliament. The second pillar consists of value, constitutionalism and human right (HAM).

Thus, our first hope is that local democracy consists of electoral representative, which in this election must meet the standards of democratic theory (transparency, without pressure, confidential, not manipulated) and must include the equality of all citizens (one man - one vote). Beside, political alternatives for voters and the real power possessed by elected representatives must also be involved [3].

To be able to have real power for elected representatives, we cannot be separated from the idea of the decentralization of power in the state. It is impossible for elected representatives to gain real power if there is still intervention from the government [4]. There must be a guarantee so the

elected representatives can use their power without having to involve excessive interference on the part of the central government. This guarantee can be realized if the central government reduces the geographical level of government [5].

Real local democracy demands "devolution" through the form of autonomy from the center government, including political autonomy, organizational autonomy, legal autonomy, and financial autonomy in accordance with applicable regulations.

Ideas about democracy will always present decentralization. Even some experts often say that the best friend of democracy is decentralization. However, in a developing country like Indonesia, the idea of decentralization often implies several dilemmas, including the first conflict between building a unitary state and autonomy, secondly the possibility of extensive decentralization, and third the possibility of a centralistic cultural conflict. One of the interesting issues surrounding Decentralization and local democracy is the implementation of government services and public policies. The assumption underlying this is the long distance between the waiter and the customer [6].

For this reason, the following will describe several things related to internal dynamics at the local level and local democracy, including the relationship between local government and local community, local election, local politician, the role of capital, public service and local culture.

2. **The Relation between Local Government and Local Community**

In carrying out its function, the regional government must protect and maintain public order, which is regulated by local / regional regulation. In the government process, a service function is attached to the government to always serve the interest of the society it leads.

The most important thing of the service to the community is the effort to provide welfare to the community. The efforts that will be and are being carried out by the government for efforts towards democracy must be carried out in a transparent way.

The most basic thing when the government takes a policy is whether it is implemented democratically or not, so this policy is in accordance with the aspiration of the community or vice versa.

Decentralization and regional autonomy strongly emphasize the significance of the existence and interest of the local community to be the beneficiaries of every government regulation and service [7]. This implies imperatively that Regional autonomy, the interest, need and condition of the community are the inspiration for every step of the activities of the Regional Government. This means that there are important aspects that should not be ignored by the Regional Government in the process, either as part of the National Government, especially as a representation of locality. This aspect covers at least three things, namely: a). community expectation; b). problem faced by society; and c). resource owned by the community [8].

The first aspect relates to local practice, tradition and culture, both regarding the role and activities of government as well as regarding the relationship between the community and their local government. With such a frame of roles and relationship, it raises a number of public expectations for regulating services from the Regional Government [9].

The second aspect relates to the obstacles and limitations that the local government and society have in fulfilling their expectations. Basically, the ability of the Regional Government will also be colored by the harmony of understanding between the Regional Government and the community in understanding the problem.

The third aspect relates to the potential possessed by the Region and the community, both in the ownership of the production factor and the development of the order and the potential for development in society which is known as civic infrastructure [10].

The understanding the various forms of decentralization challenges will present the need for local government to be able to manage at least three things, namely policy, resource and program. This management capability must also be based on the spirit of decentralization within the framework of democratic state life, civil society and good governance.

With this understanding, it can be argued that regional autonomy as a mirror of decentralization will only have a positive meaning if it is managed by a capable Regional Government, both in terms of managerial, moral and democratic governance ethics. Then it remains how to strive for

the development of such a Regional Government, and continue to improve its quality in line with improving the quality of life of its community [11].

3. Local General Election

To recruit political officials at the local level, it can be done by implementing general elections (pemilu). The recruitment of local politicians is carried out fairly through rigorous selection conducted by the community through existing institution on representative requirements. The politicians are elected from and by the existing society / institution without intervention from other parties.

For example, the results of research conducted by Pratikno, Cornelis Lay, and Dag IngVarFacobsen, in simple term it can be concluded that the implementation of the 1999 general election in Indonesia reflected an honest and fair election.

This is generally marked by firstly the bureaucracy is free from government intervention and the country is in a neutral position without taking sides with one party and secondly there is a substantial change in which citizen are free to choose and form their own parties to take part in the general election process [12].

The focus of this research was directed at the process and impact of the election and used Bantul Regency as the object of research on democratic election, this can be seen from several indicators, such as:

1. The absence of government support for a particular party.
2. The absence of an Independent Committee representing the political parties participating in the election.
3. There is a formal and informal independent Monitoring Committee.
4. Elimination of screening for political candidates, so candidates for parliament are determined by the parties participating in the election without intervention from the government.
5. The formation of many parties indicates an open interest in political activity and a belief that it is possible to gain political power.
6. Changing the voting registration system from passive to "static".
7. The turnout rate or election result reaches approximately 96%.
8. There is attention from various organizations and media, both local and international media, to minimize the possibility of fraud. There is competition through campaign activities before the election.

The description of the results of this study could show that an honest and fair election is expected to be able to create democracy as well as political decentralization at the local level, where regional freedom will be greater in determining policy direction without central government intervention [13]. In addition, in the long term, representative democracy is able to produce society's representatives, both those who sit in the House of Representatives (DPR-RI) and Regional House of Representatives (DPRD) who can reflect the aspirations of the people.

4. Local Politicians

Local politicians should grow from the community itself, where the community representatives know well the situation, condition and need / interest of the society they represent, so the society's representatives who sit in the representative institution that have been elected through general election can truly reflect on society itself. Thus, what has been entrusted and mandated by the community to the representatives of the people can be channeled properly according to the wishes and will of the people [14].

In this regard, local political institutions must equip themselves with various institutional devices so they can carry out their respective roles and functions as precondition for the operation of the local political system. Therefore, the institutional completeness of institutions is contributive to local political capacity. The output of local political capability is illustrated to what extent local politics is able to realize what is classically defined as extractive capability, regulative capability, distributive capability, symbolic capability, and responsive capability [15].

In this case, the framework is elaborated with an emphasis on the main problems of regional autonomy, namely: first, the ability to meet regional financial needs both for routine government funding and for development. Second, the ability manages society's lives through various

binding regulations. Third, the ability share and allocate resources to meet the interest and need of society. Fourth, the ability of each local political institution in implementing and channeling state symbols in society's lives. Fifth, the ability to design regional policies and respond to changes in attitudes, development of community needs and interests [16].

One of the institutions that occupy a strategic position in local politics is the Regional House of Representatives (DPRD). This is because this institution is expected to have the capability in the five things that have been stated above. When the capability linked to the implementation of regional autonomy is closely related to the ability of Regional House of Representatives (DPRD) to carry out its functions.

In a modern country, according to its development, it is no longer implement direct democracy but representative democracy, in which the process of selecting society's representatives is carried out by referring to the standards set by democratic theory, namely without pressure, confidential, transparency and not manipulated [17].

Thus, apart from political equality and accountability, there are other basic requirements in representative democracy, namely that the representatives are representatives of the people. There are at least four different types of representation which can be recognized as suggested by Birch that will be explained as follows:

1. Representatives should be "the same as those represented". For example, they should be a demographic micro-cosmos from which they are represented. This interpretation considers to those who are the representatives with socio-economic characteristics such as gender, age, education, occupation and others. In this case, the representative council should reflect the constituency. It can be said that the representatives should look like a sample drawn from the population on a random basis.
2. The second possibility is not who is to be the representative, but what matters is what they want to fight for, and what choices they have. In this case, representation means the choice of representatives, the content of their policies is not their social character.
3. The third approach does not focus on representatives but focuses on the possibility that people who vote hold trust in representatives, usually through regular, secret and fair election.
4. The fourth approach focuses on the emotional ties between electors and representative. Are the existing representatives considered important symbols? for example as representatives of traditional structure.

According to ArendLijpart, democracy is usually representative, namely the Government by representatives who are freely elected by the society. The existence of a society's representative institution or parliament whose members were elected by the society only existed in the 18th century or during the awakening of ideas about various political and legal concepts. The concept is called the pillars of democracy, for example: freedom of citizens (civil liberties), upholding human dignity, rule of law, and representative institutions of the people.

5. The Role of Capital

Another function of local government is to improve the welfare of its society. The increase in welfare can be seen from several indicators, such as:

- (1) The increase of per capita income
- (2) The absorption of local workers
- (3) Increasing economic growth at the regional level.

The role of local entrepreneur is very decisive in improving the regional economy. If the regional economy increases, then regional income will automatically increase.

However, things that can lead to deviation from increasing the role of local entrepreneur must be avoided by there should not be a pattern of interaction between entrepreneur and authority who can exchange interest between the two for the sake of their respective personal / group interest.

There are 3 patterns of interaction between entrepreneur and authority in conducting exchange interest, namely:

1. Organizational Corporation

This pattern works at the institutional level, for example by recruiting local elites as one of the managers of the employers' organization.

2. Individual linier alliances

This relationship is a pattern of direct relationship between ruler and entrepreneurs, entrepreneur as client and local elites as patron. Backing system.

3. Individual Triangle alliances

Indirect relationship is like triangular relationship. Regional officials are not the direct patron of the entrepreneur, but only as a power supply.

This at the local level has a positive impact on local entrepreneur to provide more opportunities for them as a form of their participation in the context of providing more effective and efficient services to the community as well as opening up their opportunities to survive more in the competition in the era of globalization. Thus the role of capital can still be optimal in increasing regional income and the welfare of the community.

6. Public Services and Local Culture

At the conceptual level, the implementation of government services (service delivery) needs to be clarified, in order not to cause differences in the meaning of poses and basic government function. A more precise concept of "service" is to bring the government closer together through the term "representatives" and "customer".

The service implementation process will always be related to the size or model of policies regarding social management strategies, social priority scale, cost effectiveness of the value and norm that apply in an effort to reach services to the community, especially for those who are less fortunate.

There are three things that need to be considered in making a policy model, namely the form of policy direction, policy implementation and the impact of policy influence. Careless policy-making often creates controversy in its implementation. The application of the discretionary nature of policy needs to be considered in an effort to avoid violence.

Many countries are striving to expand rather than reduce the discretionary area within and outside government programs through policies of decentralization, privatization, deregulation and liberalization in order to find solution to service delivery. The advancement of communication technology makes the world as without borders. People in one hemisphere like to know freely what is happening in the other hemisphere. This condition demands the readiness of all parties, including the government to be able to know and follow the rhythm of changes in the world. Around the 1980, many countries tried to improve the form, position and function of government by reducing their activities which were getting fatter and wider. Some of government functions, especially those related to "services" can be transferred and submitted to the private sector through the slogan "small government".

There are two conceptual solutions about public services, namely first that public services include a variety of complex activities to improve the development of social system, where public services are not only administrative in nature, but can be transformed into the private sector, secondly public services are carried out by the government. it is not limited to a partial administrative function, the problem lies in determining more efficient service delivery.

The implementation of good service is to get closer to the government and its community, while at the same time making the community the customer. As a result of the development of information and communication, government activities are increasing and expanding. Therefore, those related to "services" can be transferred and transformed to local government units through decentralization as well as to the private sector (privatization).

Each region usually has very diverse customs, cultures, norms, rules, and traditions. This becomes a guideline for the continuity of social life, both in the running of government and in the policies guided by the region concerned.

This diversity needs to be respected as a regional specialty which is part of their life, so any policy making that applies and concerns the life of the local community should refer to the rules and norms that apply in the local area.

Regional culture is a national cultural wealth that must be respected and preserved. Regional culture is a reflection of local culture that is very coloring the national culture, so if the government will take a national scale policy it would be better if it always pay attention to the existing local culture which grows and develops in society.

7. CONCLUSION

The Regional House of Representatives(DPRD) has indeed changed from a monolithic political institution to being relatively pluralistic. To a certain extent, the plurality of Regional House of Representatives (DPRD) members relatively reflects the plurality of the society. However, it seems that the Regional House of Representatives (DPRD) tends to carry out its supervisory role over the Executive rather than the legislative roles and aspirations that should play as well. The awareness of many circles in the Regional House of Representatives (DPRD) to be able to improve quality is a positive first step for the development of this institution. Political parties seem to need an adequate preparation period to be able to make adjustment to new demand for regional autonomy. At the local level, the adjustment is necessary not only for the management of the party organization, but also in order to properly carry out its function. At least, political parties need to establish themselves as open and managed arenas for the political activities of community members in the region.

Interest groups at the regional level have indeed developed in a limited manner. Those interest groups need to be developed more broadly precisely because of their non-political and promotional intentions for managing the aspiration and interest of groups in society. Along with this need for the presence of NGO as organizations that can play an advocacy role for community initiatives in developing and organizing themselves in such interest groups. It seems that the local mass media have presented themselves meaningfully to the socialization process of the Regional Autonomy program. Radio media, in particular, no longer acts as a media of entertainment but also particularly for Regional Autonomy issues. It is as a media of public communication on socio-political issues developing in the region. Likewise, with the local printed mass media, although not at all levels of society as a whole, local and national print mass media can relatively meet the information needs of the community.

The existence of local political institutions explained above leads to the problem that each or collectively, the local political institutions appear not yet fully capable of supporting the new demands of Regional Autonomy, and therefore, not optimally contributive for the development of local political capacity. The cooperation mechanism which is supposed to link one institution to another political institution within the framework of a political system does not appear to be available. In other words, in the condition of weak political institution and inadequate interaction between them, it can be said that the local political system is still imperfect. This is partly because the expertise or skill of local political actors are still inadequate to function the system. This may be the result of a poorly functioning political recruitment mechanism, or because there are simply not sufficiently qualified local political actor for such roles and functions. This situation can result in the unmanaged aspiration and interest of local community, and furthermore, the neglect of those aspirations and interests by local politics.

There has been a change in the nature of the power relations between the Executive and the Legislative, where the Legislative appears to be in a dominant position over the Executive. However, this change is not strong enough to influence changes of the internal changes in political institutions which are needed to support and monitor the changing nature of the power relations between the Executive and the Legislative. So what is needed is the ability of the society in general, and social political institutions in particular to be able to maintain the balance of power relation so they can maintain their effectiveness in issuing public policies at the local level. It is true that local political capacity has not yet been identified as sufficient for the purposes of implementing a decentralized government at the local level. From five political institutions that were specifically observed, the regional government was the political institution that seemed to be the most capable institution, with its various institutional features to meet the demands of regional autonomy.

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