

# An Effort of Political Party Simplification for the Effective Government Realization

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**Abstract.** Indonesia adopted a multi-party system due to the plurality, history and socio-cultural aspect of Indonesian society. In the implementation of the government administration, it turned out that the multi-party system led to less effective government implementation, so there is a need to simplify political parties. A research was conducted to find the ways, by using the legislation and historical approach, as well as qualitative analysis. The result of the research shows that the effort to simplify political party can be done by arranging the design of political institution, to be designed and reorganized, such as Simplification of Political Party as participant of the election and Simplification of Political Party in Parliament for the effective government realization.

**Keywords:** multi-party, simplification of political party, and effective government

## 1. Introduction

Political parties are a means of democracy that can be served as a link between the people and the government. Political Party is defined as a national organization which is formed by a group of Indonesian citizens voluntarily on the basis of similarity of will and ideals to fight for and defend the political interests of members, nation and state, and maintain the unity of the Unitary State of the Republic of Indonesia based on Pancasila and the Constitution NRI Year 1945. Democracy is characterized by the presence of political parties that reflect the diversity of society. Indonesia, which is claimed to be a democratic country since Reformation era, has built a political system in accordance with the demands of democracy.

Party system that is able to unite various aspirations into a common agreement that puts the interests of the people reflects a solid and adaptable state party system. From this point of view, the number of parties strongly determines the effectiveness of a political party in a country in coordinating various aspirations that prioritize the interests of the society or the people. Observing the system of many parties means there are also many people participating in politics. This awareness for politics increases and reflects the political participation of the people who are concerned about Indonesia. In the coalition of political parties that occur because in order to get majority support from parliament is something very difficult. In Indonesia, the coalition of political parties built within the presidential system is not binding and permanent. There is no guarantee that the coalition is bound to support the government until the end of the president's working period. Such combination will result in governmental instability. This happens when there is a conflict between the executive and the legislative that causes the deadlock in the executive and legislative relations to grow larger if the presidential democracy is based on the multi-party system, because it is both institutionally a difficult combination. Therefore, to create an effective and stable government, the multiparty system in Indonesia should be simplified. One way with this idea is the presence parliamentary threshold. The existence of parliamentary threshold becomes one of the means to simplify the party. Moreover, its provision is free for a country to determine the limit of parliamentary threshold. The large number of political parties participating in the election causes the coalition built to nominate the president and vice president becomes too "fat" because it involves many political parties. The fat coalition results in the government's incapability of running effectively as it has to consider many interests. If only political parties participating in the election are not many, then the coalition of political parties built also will not be "fat".

Based on the background, some problems are formulated, which are: why does Indonesia adopt multiparty system? And what are the mechanisms needed to reduce the number of existing political parties to achieve effective government?

## **2. Methodology**

The method used in this research is normative juridical approach which puts law as a building system norm. Norma system in question is about the principles, norms, rules of legislation, treaties and doctrines (teachings). Normative research is done by examining the library material which is a secondary data specifically in the method of this normative juridical using the approach of legislation and historical approach. Research specification used in this research is descriptive-analytical, that is describing object which becomes subject matter. By the description, an analysis is adjusted to the existing legal theories, so that a summary can be taken by analyzing the data obtained. Existing data is edited, processed and analyzed from primary, secondary, and tertiary legal materials by using qualitative method.

## **3. Findings**

Indonesia, which is a democratic country, has various ethnics, nations, religions, ideological views in politics with the formation of political party become a means of democracy that can act as liaison between people and government. Regarding the establishment of political parties, in general the existing political party law has provided a great opportunity to the people of Indonesia. Regarding the development of political parties in Indonesia, Alan Ware explains that the development of Indonesian politics within the framework of democratization, especially in the framework of the classification of the character of political parties in Indonesia. Before explaining more specifically the relevance of Alan Ware's analysis of the relevance of his analysis to the existence and development of the party and the Indonesian party system, it should be mentioned first about the role of ideology within a party, i.e.: first, various considerations in the breadth of penetration to society. On the other hand, there exists an example of the disengagement of relations between the electorate and the party and, on the other, the party may encompass several aspects of social life. Second, The ideology of parties includes: radical liberals, conservatives, socialists and democrats, Christian democracies, communists, agrarian, regional and ethical, left-wing extremists, and environmental movements. Third, The number of parties in the political party system, namely two political parties (the two-partyism) and many parties (the multiparty). Two parties tend to apply to a stable regime of rulers, while multiparty tend to take place in an unstable country. According to A.A Said Gatara and Moh. Dzulkiah Said, there are two important things that can be understood about the character of Indonesian political parties in the ideological or rational character classification, i.e.: First, mapping the development of the major parties of the winner of every election in Indonesia; Second, the mapping of differences of interests and ideological lines of political parties in the periodization of the Indonesian political system.

One of the most important reforms in Indonesia is the freedom of opinion and assembly which is marked by multi-party with various principles and traits. Party legislation has allowed the establishment of parties with various principles and features while still having to recognize the only principle of the state, namely Pancasila. New parties are emerging and declared even appearing in various occasions to propagate "ideas" and "their programs". Hundreds of parties have stood up and tried to register with the Justice Department for approval. Not to forget the mass media as "steering tool and mass-leading agent/ leading public opinion" follow the symptoms of the plurality of the party was also with each emphasize and highlight party or party figures that tend to be supported. Party system practice between one country and another country is different. This difference can be seen from the number of parties and the dominant parties that exist. On this basis, the party system according to Maurice Duverger is divided into three types, namely the One Party System, Two Party System, and Multi-Party System.

Nevertheless, the constitution implies that the Indonesian nation is implementing a multiparty system. It is contained in article 6A (2) of the 1945 Constitution of the Republic of Indonesia which states that the Couples of President and Vice President are proposed by political parties or coalitions of political parties. From the article implied that Indonesia adheres to the multiparty system because the right to nominate the candidate pair of president and vice president is a political party or a coalition of political parties. The word "combined political party" means at least two political parties that combine to join forces to nominate the president to compete with other candidates carried by other political parties. Thus, from the article in the presidential and vice presidential elections there are at least three political parties. In fact, Indonesia has run a multiparty system since Indonesia achieved independence. The milestone implementation of multiparty system in Indonesia is with the release of No. X of 1945 which allowed any community group to form parties as political vehicles to fill positions in the Central Indonesian National Committee (KNIP) until the 1955 elections.

The plenty number of parties, surely each of them has its own interests. What is clear, however, is that the targets of the parties, whatever the principles, characteristics and colors of the party, including the parties claiming to be based on Islam or on the basis of Muslims, are clearly gaining the voice and power in the upcoming elections to later formulate a government that get legitimacy. Any party winning will be considered worthy to govern, even if the principle and character leads to leftist. Although it is a party calling for secular ideas (refusing to interfere with religious values) and the lifestyle of freedom, if it gets the most votes, the party's government must be obeyed. That is the multiparty reality that exists in the democratic system.

In the party system in Indonesia during post amendment of the 1945 Constitution, it can be concluded that Indonesia had implemented multiparty system. There are some reasons or background of why Indonesia implementing multiparty system, among others are:

### *3.1 Plurality of the Community*

Indonesia is a country that has a very high level of community plurality and also has a very complex social plurality. Indonesian society consists of various ethnic, religious, and regional identities. Social segregation of society almost has a direct relationship with the typology of political parties in Indonesia. One of them is proven by the formation of Indonesian political parties that are mostly still based on certain ideological and political identity factors.

Different from the United States that does not have social divisions that are too complex and plural, so that in the United States very suitable to apply two-party system in accordance with the character of society. While Indonesia has a complex social complexity of societal society that multiparty system becomes a system that is difficult to avoid as a consequence of democracy in freedom of opinion, assembly, and organization. The multi-party system relatively has more ability to reflect the forces in society, therefore the complexity of Indonesian society pluralistic is directly proportional to the typology of multi-party systems. Indonesia's multi-party system reflects the strengths of the community, with a high degree of diversity in Indonesia with diverse ethnicity, race, region and religion, therefore multi-party systems are also highly representative for Indonesian society, and this plurality factor is also a main factor or forming factor

### *3.2 History and socio-cultural (culture) of the Community*

The history and construction of political culture in a nation have an effect on the institutionalization of party system in a country. This historical factor indirectly affects the institutionalization of the party system. For example, in the history of the party trip of a country that has long institutionalized the multiparty system, its people have indirectly internalized with difference and heterogeneity, thus influencing the political culture construction. The maturity of a nation's political culture can be observed from the harmony between the cultural aspects of the nation and its political structure. This historical and socio-cultural (cultural) factor of society, according to Hanta Yuda AR, is called as the driving factor of institutionalization of multi-party system.

Indonesia has growing political culture and evolved through the interaction between various social structures that exist. The political culture has developed before the colonial period, the Dutch and Japan, the independence period, the New Order era, until the current reform era. Nevertheless, political culture will seem to melt in various forms of political moments, for example in voting or elections. Indonesian's political culture condition also gives a picture that the reality of Indonesia is very diverse. Political parties that are formed also cannot be separated from the flow of politics. Regarding the background of Indonesia embracing multiparty system based on history and political culture, I agree with Bambang Istanto. That the political parties formed in Indonesia cannot be separated from the politics of the flow which shows the high plurality of the ideological spectrum and culture of Indonesian society, so that the long-standing political culture factor in Indonesian society tends to support the institutionalization process of multiparty system and in the context of Indonesian politics, multiparty is a difficult system to avoid.

### *3.3 Design of General Election System*

The community multiplicity (the shaping factor) and the socio-cultural political history of Indonesia (pushing factors) are getting better if supported by election design that supports the formation of multiparty system. In relation to the background of the multiparty system in Indonesia by implementing proportional electoral system design, although the proportional election factor applied by Indonesia is not the main factor of instituting multiparty system, this factor also supports the current multiparty system in Indonesia. Indonesia that wants many representatives in each electoral district, then it will further support the formation of various parties. This factor with multiparty system is an interconnected and influencing entity.

### *3.4 Mechanisms Needed to Overcome the Number of Political Parties*

To simplify the number of political parties, it is necessary to have some mechanism of organizing the design agenda of political institutions to be designed and reorganized, among others:

#### *1) Simplification of Political Parties as Election Contestants.*

Simplifying political party numbers can be done by some efforts, which are:

a) Fulfilling the requirements of political party as election contestant according to Election Law consistently:

KPU shall implement all provisions on the requirements of political parties to be Election Contestants consistently, and perform administrative and factual verification of all requirements.

If a political party is endorsed as a legal entity from the Department of Law and Human Rights, then a political party shall meet a number of more competitive requirements to be eligible as Election Contestants as stipulated in the Election Law.

b) Implementing Political Party as Election Contestant Competition System which categorize Political Party as Election Contestant/*Partai Politik Peserta Pemilu (P4)* into three scopes:

Which are: First, P4 in scope of District/City, can only be Participants in the General Election of DPRD Members District / City only. The performance of political parties on members of the Regency / City DPRD will determine whether the party can become an election participant on the scope of the province in the next election.

Second, P4 in scope of the Province may only be a Member of the General Election of Members of the Regency / City DPRD and the General Election of Provincial DPRD Members. The performance of political parties in the election of members of the Provincial DPRD will determine whether the provincial political party can become a national election participant in the next election.

Third, P4 in scope of National becomes Election Participant General Members of Regency / Municipal DPRD, Elections General Members of Provincial DPRD, and Elections General Members of Parliament. Political Parties Election Contestants the national scope may remain in its position or degraded into political parties participating in the election lower scope, depending on voter support in every election.

For encourage political parties to have a strong local base, the new electoral contesting political parties can not directly participate in the elections for all levels of legislative elections, but only participate in the early stages of participating in elections for district / city DPRD members.

## 2). Political Party Simplification in the Parliament

a) Implementing district electoral system (plurality/majority system) or mixed member proportional.

The electoral system is ideally designed within the framework of supporting a strong and effective party system and government system. If Indonesia uses a multiparty party system, at least it should use a simple multiparty system. One of the strategies toward a simple multiparty is to apply a plurality system or a majority system (majority system) which is more popularly referred to as a district system.

The practical application of this system in a country is usually divided into several electoral districts by population, except for some variants in this system. Prospective legislators who get the most votes will be the winners and take all the votes earned in the district [8] .

As theoretically there are only two major electoral systems with various variants that are known and applied in the world, namely the proportional system and the district system. In addition to the two systems there is also a mixture of both. This mixed system requires the emergence of political leadership that has two traits at once, which are both representative and capable of governing (government effectiveness).

As one form of institutional forming to a simple multi-party, the strategy shifts from a proportional system to a district system or at a minimum with a mixed system

### b) Narrowing the Election Area (District Magnitude)

The magnitude of the district magnitude shall be the number of parliamentary seats or members of the People's Legislative Assembly to be elected in an electoral district. There are two groups of district magnitudes (electoral districts), namely single-member (single-seat) electoral districts and multiple members (several seats).

Strategies to reduce the size of electoral districts can lead to the creation of a simple multi-party system. Since the magnitude of the electoral district or district magnitude affects the level of party competition in the seizure of seats in an electoral district or can be interpreted also the greater the magnitude of an electoral district, the lower the level of competition. If the magnitude of a small electoral district, the higher the level of competition would happens. This level of competition is directly correlated with the party's chances of securing a seat and in turn also has implications for the party to be in parliament. So, the size of the electoral district shall be the number of parliamentary/representatives seats to be elected in an election area.

### c) Applying Treshold for Parliemetary Seats consistently

Threshold is a minimum requirement of support that political parties must obtain to obtain representation which is usually seen from the percentage of vote acquisition in the election. There are two threshold terms that are practiced in elections in several countries, namely electoral threshold and parliamentary threshold.

*Electoral threshold* is the threshold of minimum requirements that must be obtained by political parties to join the election in the next period. While the *Parliamentary threshold* is the minimum requirement must be obtained by political parties to get seats in parliament.

In fact, it is not the number of political parties participating in the election that should be limited, but the ideal amount of political parties power that need to be empowered or streamlined in the parliament. The implementation of the parliamentary threshold is more effective in reducing the number of political parties participating in the election because the political consequences are more obvious.

d) Combining the Legislative Election and Presidential Election(Concurrent Elections)

The separation of the presidential election system and the legislative elections tends to open up opportunities for political "barter" and for the allocation of seats in the cabinet between political parties. For example in the 2004 elections, political parties whose presidential candidates did not qualify in the first round tended to compromise and negotiate with candidates from eligible political parties to vote in return for seat rations. The holding of separate presidential and legislative elections also tends to cause elected presidents not to come from powerful political parties in parliament. The implication is that the elected president is a president who does not have majority support in parliament (does not have a significant seat in parliament).

If the legislative and presidential elections are held at the same time, an effective government will be created. The elected president will gain strong legitimacy from the citizens and gain strong support from the parliament.

e) Fraction Simplification (Fractional Threshold)

Fraction is an extension of a political party in parliament. Although it is not part of the Parliament's fittings, the position of the faction has a strategic role in channeling the policies of political parties in parliament since the faction is the channel of the people's aspirations to be delivered by political parties.

The more the number of factions is in the House, the more conflicts of interest arise, and the political processes in the DPR will become more complicated. Conversely, the fewer the number of factions in the House, the less the conflict of interests between political forces in parliament, and the political process will be simpler.

The number of fractions is simplified by tightening the fractional formation requirements. The government will run more effectively if there are 3 or 4 factions in parliament

f) Permanent Coalition Regulation

Coalition is a group of interacting individuals who are deliberately formed independently by formal organizational structures. In a political coalition it consists of two or more parties with the aim of forming together a single government.

In order for a strong and solid coalition to be created, the coalition needs to be built based on the same idea or platform. Political parties need to be encouraged to conduct a permanent coalition in order to form a majority power that will sustain a strong government

With the existence of two large coalition blocks in parliament, it will be simpler and more productive so that the political process will be more efficient and effective. This coalition needs to be regulated in law so that it can not be revoked and disperse in the middle of the road easily. For that reason, the regulation on this coalition needs to be institutionalized in a law.

#### 4. Conclusion

Based on the discussion and the research result, it can be concluded that:

- 1) There are several reasons or background for Indonesia to apply multi-party system, among others are (1) because Indonesia is a pluralistic nation which has a heterogeneous community structure consisting of various tribes, nations, religions, streams and ideologies. From that point, it can be said that Indonesia has a factor of multi-party system creator, the historical and socio-cultural of the community factor, which are the supporting factors for the establishment of a multiparty system, (3) the electoral system in Indonesia that implements the proportional system, where the system requires many representatives in each election district. Thus, it will further support the establishment of various parties. This third factor is also referred as a supporting factor of multi-party system in Indonesia.
- 2) Resolution efforts to achieve effective government through the party system adopted by Indonesia can be done by considering several alternatives, one of them is to simplify the number of political parties. To simplify the number of political parties, it is necessary to have some mechanism of design organizing agenda of political institutions to be designed and reorganized. Among them are the Simplification of Political Parties as election participants which are categorized into three scopes (Political Parties in Scope of Regency/City, Political Parties in Scope of Province and Political Parties in National Scope) and Simplification of Political Parties in Parliament, among others are implementing district/mixed electoral system, minimizing Electoral Area, consistently applying Parliamentary Thresholds in Parliament, incorporating the Legislative and Presidential Election, Fraction Simplification, and Permanent Coalition Regulation

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