



ISSN: 2467-9283

*INTERNATIONAL JOURNAL OF
GRADUATE RESEARCH AND
REVIEW*

website: www.ijgrr.org

INDEXING & ABSTRACTING

OPEN

ACADEMIC JOURNALS INDEX (OAJI), INFOBASE
INDEX, COSMOS, RESEARCHGATE,
CITEFACTOR, SCHOLAR STEAR, JOURINFO, ISRA:
JOURNAL-IMPACT-FACTOR (JIF), ROOT INDEXING
ETC.

Impact Factors*

IBI factor: 3

Impact factor (OAJI): 0.101.





Research Article

Implementation of Policy for Placement of State Civil Apparatus of Administrator Position of Provincial Government of Sulawesi

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Article Information

Received: 31 December 2019
Revised version received: 03 February 2020
Accepted: 10 February 2020
Published: 28 February 2020

Cite this article as:

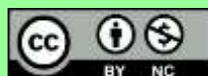
Zubair et al. (2020) Int. J. Grad. Res. Rev. Vol 6(1): 11-18.

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Peer reviewed under authority of IJGRR
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Abstract

This research aims to: analyze implementation of policy for placement of State Civil Apparatus of administrator position of provincial government of Sulawesi. The research applied a qualitative method using a descriptive analysis approach. Location of the research was in Provincial Government of Central Sulawesi. Data collection techniques were interview, observation, and documentation. Data analysis technique was carried out in some stages: 1) Clarifying the data, 2) Grouping the data, 3) Processing the data, and 4) Describing the data as a whole with the results and research discussion based on Grindel variables, namely: 1) The interests that are influenced by the policy in providing an impact on administrators in two ways namely the economic impact and social impact; 2) The type of benefits patterned into personal benefits and institutional benefits; 3) The desired degree of change has not succeeded in changing work behavior, attitude, and work culture; 4) The position of the policy maker is interpreted geographically and administratively; 5) Program implementers, namely ASN who are designated as administrators, meet the normative and administrative requirements; 6) Human Resources namely the support of political elites have been implemented in the involvement of the head of the Regional Representative Council or the head of office which involved the administrators in RDP and discussion of the budget; 1) The power, interest, and strategy of the actor involved show that there is no conflict of interests between the actors because the highest actor is the governor; 2) Characteristics of well-defined and well-implemented institutions and authorities do not result in rejection of stakeholder, and 3) There is compliance and responsiveness in accepting all requirements for implementing administrator placement policies.

Keywords: State Civil Apparatus (ASN), Administrators, Policy Content, and Policy Context

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Introduction

Act Number 5 of 2014 concerning Civil Service Apparatus (Civil Service Apparatus Law) in article 10 it is explained that Civil Service Apparatus employees function as implementing public policies, public servants as well as the glue and unifying the nation. While the role of the Civil Service Apparatus Employee according to Article 11 is to carry out public policies made by the Civil Service Advisor

Officials in accordance with statutory provisions; provide professional and quality public services; and strengthen the unity and integrity of the Unitary Republic of Indonesia.

The large number of Civil Service Apparatus Employees whose growth rates are getting higher from year to year, the low quality of Civil Service Apparatus, misplaced



placement, career obscurity, and incompatibility of competencies held by the position. This is a result of the apparatus placement in office through appointment decisions that prioritize factors like and dislike, loyalty and disloyalty, and more nuanced personal and group political interests, will be difficult to realize the principle of the right man in the right place for the purpose of bureaucratic development professional.

Apparatus that is not supported by ability, competence, education, skills, and experience is then forced to be appointed or placed in a certain position, it will only injure and damage the bureaucratic structure, disrupt organizational functions and will lead to unprofessional behavior, and will lead to new problems and will only be a burden on the bureaucracy. Until now the regional head's decision to locate an employee is still often found, often not based on applicable regulations, but rather based on political interests and the like and dislike factors.

Regional leaders or policy makers usually deliberately choose people who like or have a relationship of kinship and kinship to be appointed or appointed to occupy a strategic position. This reality has broad implications on the distribution of apparatus resources that tend not to be based on a professional approach, but rather dominant to political opinions only. Civil Service Advisor Officials as the highest leaders have very strong authority and influence, so the role of the Performance Advisory Council in providing objective consideration and input to Civil Service Advisor Officials is crucial in realizing the bureaucratic reform agenda.

The phenomenon described above does not occur fundamentally in the appointment of administrator positions within the Central Sulawesi Provincial Government, but it must be recognized that there are still some gaps, wherein in Government Regulation 11 of 2017 it is mandated that the appointment of administrator positions must be based on occupational competency standards consisting of technical competence, managerial competence, and socio-cultural competence. Based on observations made there are still administrator positions occupied by Civil Service Apparatus even though they are not massive but do not meet the competency standard criteria for the position.

The number of administrator positions in the Central Sulawesi provincial government area is 291 people. Of the 291 administrator officials, part of the appointment process has not been based on job competency standards. This is because there are no instruments governing occupational competency standards within the Central Sulawesi Provincial Government. From the above number, there are 70% (203 people) administrator officials who have not been in accordance with the required competency standards of the administrator's position.

The appointment of administrators is still largely based on technical competency standards which include knowledge, skills, and attitudes/behaviors that can be observed, measured and developed that are specific to the technical field of the Position. While indicators of job competency standards relating to managerial competence and socio-cultural competence have not been required in the process of appointing administrator officials by the Baperjakat of the Central Sulawesi Provincial Government so that the potential to give birth to the appointment process in administrator positions still seems "like and dislike."

Placement of employees in the Central Sulawesi Provincial Government environment, especially administrator positions, there are still some employees who occupy positions but have ranks that are not appropriate and some other employees have not attended leadership education and training (Diklatpim III) based on the stipulated position requirements. Though every apparatus who wants to occupy a position is required to have a rank and follow Diklatpim in accordance with the gap. This is as a condition for the placement of employees in certain positions that need to be considered. Based on the description of these problems, the author is interested in conducting research with the title "Implementation of the Civil Service Apparatus Placement Policy in the Position of Administrator in the Central Sulawesi Provincial Government Environment".

From the description above, the relevant implementation model for studying the research problem is Grindle's theory. The reasons for using Grindle theory are seen from the indicators which consist of: 1) the content of the policy which includes the interests that are affected, the benefits obtained, expected changes, the decision-making side, program implementers, and commitment to existing resources; 2) the context of policy implementation which includes the strengths, decisions, strategies of relevant actors, institutional and regime characteristics, compliance and responsiveness. From the description of the duties of this administrator official is closely related to the content indicators and the context of policy implementation.

Based on the background of the research problems raised, the formulation of the problem in this research is "how is the implementation of the policy of appointing Civil Service Apparatus in the administrator's position in the Central Sulawesi Province regional government?" The purpose of this research is to analyze the implementation of the policy of appointing Civil Service Apparatus in the position of administrator in the Central Sulawesi Provincial Government.

Research Methods

Type of Research

This research used qualitative method with a descriptive analysis approach. Qualitative descriptive format aims to



describe, summarize various conditions, various situations, or various social reality phenomena that exist, and then try to attract surface reality as a characteristic, character, trait, model, sign, or picture of a particular condition, or phenomenon.

Location and Time of Research

The location of this research is in the Central Sulawesi Provincial Government Environment, namely the Education and Culture Office, the Cooperative Office, Small and Medium Enterprises, the Population Control and Family Planning Office that are selected based on the existence of the administrator. The duration of the research was carried out for 6 (six) months.

Techniques of Informant Determination

Determination of informants is based on criteria according to research objectives. The informants chosen are those who can represent settings, individuals, activities and describe the diversity of characteristics of the research object. In detail, research informants can be seen in the Table 1.

Types and Sources of Data

The type of data used to express phenomena or research objects were primary and secondary data. Primary data was collected directly by the researcher when conducting research. Primary data came from informants in the form of information and data from interviews with predetermined informants. Secondary data was data obtained through searches originating from various literature studies and related documents, through library study activities and document studies.

Technique of Data Collection

Data collection techniques used interviews, observation and documentation. In qualitative research, researcher was also the main instrument, in the sense that researcher themselves conduct in-depth observations or interviews with informants so they can understand the meaning of human interaction in depth when observing the object being studied.

Instrument of the Research

The research instrument was the researcher himself who used interview, observation and documentation guidelines:

1. Guidelines for open interviews (researcher face to face with informants).
2. Observation was carried out on regional apparatus organizations that have been designated as places for informants to work directly to see the situation and conditions related to the appointment of Civil Service Apparatus in the position of administrator in the Provincial Government of Central Sulawesi.
3. The use of documents directly related to the implementation of the Civil Service Apparatus appointment policy in an administrator position in the Central Sulawesi Provincial Government, namely documents in the form of administrator's policies and breakthroughs, research results, laws and regulations as a source of written data relating to the research title.

Technique of Data Analysis

This research used descriptive qualitative analysis techniques through systematic procedures or phasing as follows:

- A. Clarifying observational data; in the form of observations and interviews with informants as well as sorting secondary data obtained from field research.
- B. Classifying data according to the topics studied that researcher have determined previously based on two aspects in line with what was stated by Grindle namely Policy Content and Policy Context.
- C. Processing data based on the interrelationship between components and symptoms in the context of the focus of the problem of implementing the Civil Service Apparatus appointment policy in the position of administrator at the Provincial Government of Central Sulawesi.
- D. Describes the overall systemic interrelationships between symptom units regarding the implementation of the Civil Service Apparatus appointment policy in the position of administrator both in terms of the policy content and policy context.

Table 1: Research Informant

S.N. Informant	Number of person(s)
1. Regional Secretary of Central Sulawesi Province	1 Person
2. Head of Regional Apparatus Organization of Central Sulawesi Province	1 Person
3. Administrator at Regional Apparatus Organization	5 People
Total	7 People

Source: Based on informants established by researcher, 2018.



Findings and Discussion

The Grindel Model contains two main dimensions in a theoretical framework, namely: 1) policy content; and 2) the context of policy implementation. Each dimension has a different variable. There are 6 (six) variables of policy content while the context of policy implementation there are 3 (three) variables.

Policy Content

1. Interests that are influenced by policies

There are two aspects that are focused on the variables of interest that are affected by the policy, namely those who feel disadvantaged and those who feel advantaged. The party that benefits is the party that gets the administrator's position and the party that feels disadvantaged is the one who feels entitled however not or did not get an administrator position. Both the beneficiary and the injured party are realities that have arisen in the appointment of the administrator's position.

Adidjojo Dauda acknowledged that there were still administrators who are not yet eligible for the overall administrative requirements, but this phenomenon certainly could not ignore the general fact that far more fulfilled the terms and conditions that apply to be designated as administrators. Related to those of the injured party, one of the effects of the appointment of the administrator position of government in the Central Sulawesi Province is the emergence of social jealousy behavior. Furthermore, laziness and lack of discipline emerge because they feel they do not get appreciation from the leadership. This phenomenon is summarized in one term namely psychologically impacted.

The impact that is less good in placing Civil Service Apparatus on administrator positions can be reduced through job analysis. Tanumihardjo, Hakim, and Noor (2016: 116) stated: "all efforts to improve employee performance are likely to be more optimal if results are preceded by a correct and optimal position analysis." Hidayat Lamakarate and Adidjojo Dauda emphasized "job analysis through the Position and Rank Advisory Board mechanism. Nitisemito (2003: 32) explained: "the ability of a person to occupy and carry out the duties and responsibilities of a position contained the meaning of abilities based on educational background; skills possessed."

In line with this research, the results of Rustuti's study (2015: 76) "the implementation of promotion in the Palu City Regional Secretariat begins with an inventory of vacant positions in the Palu City Regional Secretariat and Evaluate the the requirements, after an inventory is held then looking for Civil Service Apparatus who qualify the requirements for occupying the position. After that, employees who qualify the requirements are proposed at

least 3 people to be discussed by Position and Rank Advisory Board to set one of them as consideration for the Mayor after that consideration is approved by the Mayor, then it is stipulated in the Mayor's decision that an inauguration is held next.

2. Types of Benefits Generated

The analysis found that the benefits of the Civil Service Apparatus placement policy as administrators were classified into two, namely: 1) personal benefits of Civil Service Apparatus; and 2) institutional benefits. The policy of appointing Civil Service Apparatus in the position of administrator receives benefits for the official concerned, namely economic benefits and career development. Andriani (2007: 5) states "promotion is necessary for every employee so that what are the employee's goals such as salary, career development, and greater power can be realized while affecting employee morale, as well as to guarantee the ability, responsibility, authority and progress the employee concerned."

Career development of Civil Service Apparatus as an administration official is expected to have an impact on the qualification and competence of administrators to be increasingly honed and function optimally. Competence and expertise of administrators increases because they have good educational qualifications and technical knowledge gained from experience following technical training and Leadership training. In the position of administrator, public services can be pursued optimally.

Institutional benefits are the effect of administrator performance. Institutional benefits are highly dependent on personal benefits meaning that private benefits are almost certain to arise in the Civil Service Apparatus who is designated as administrator officials while institutional benefits are highly dependent on the orientation and capacity of administrator officials. Civil Service Apparatus at the administrator position is sure to have an impact on benefits so it is beneficial for the official concerned.

3. The Degree of Change Desired

Based on Grindel's theory, the expected degree of change includes attitudes, behavior, and work culture. The appointment of Civil Service Apparatus at the administrator's position in the Government of Central Sulawesi Province is oriented to the development of a work ethic or is implied as an effort to build performance. Simamora states "in the context of employee performance definitions is" the degree to which employees achieve job requirements. "Saondi & Suherman (2015: 20) explain" each individual who is given the task or trust to work in a particular organization is expected to be able to show satisfactory performance and contribute maximum effect towards achieving the goals of the organization."



Organizational performance as a tangible manifestation of administrator performance is a targeted orientation in the implementation of the Civil Service Apparatus placement policy as an administrator in the Government of Central Sulawesi Province, according to Akdon (2007: 166) performance as "the work of an organization to realize strategic objectives, customer satisfaction and its contribution to the strategic environment. "Conceptual pressure put forward by Akdon is that the work achieved cannot go beyond the stated goals and provider satisfaction with subjects with an interest in the work done. Sedarmayanti (2009:50) states "performance has a relationship closely with productivity problems because it is an indicator in determining how businesses to achieve high productivity in an organization."

Wibowo (2009:7) underlines three aspects of performance "they are; what is done, how to do it, and what are the results." Some administrators have shown personal performance (discipline), but some have not changed work behavior as an administrator. At the level of innovation, there has not yet arisen. Post-appointment employment status as an administrator is also not yet developed and has no implications for staff or subordinates, therefore variable degrees or desired range of changes in policy content in Grindel's perspective do not materialize in the implementation of policies raising Civil Service Apparatus as administrator officials in the Central Sulawesi Regional Government environment.

4. Position of Policy Maker

The position of the policy maker specifically needs to consider the geographical aspects before appointing an administrator. A Civil Service Apparatus should be positioned in a particular administrator position, so the Leader who appoints needs to consider the aspects where the prospective administrator is domiciled or domiciled and to a certain extent from the area where the Civil Service Apparatus originated.

One of the bureaucratic apparatus of the provincial government at the district and city level is the structure that handles the affairs of the education level of high school and vocational high school because it is appointed the position of administrator called the Head of the Education Office Branch in various regions with consideration, namely; 1) geographically, the appointed administrator is closer geographically to the place where he was assigned, and 2) geographical in the sense that the administrator as an official who makes decisions and policies related to his main tasks and functions can easily reach all regions within his authority.

Another geographical aspect that is taken into consideration is the level of difficulty in accessing the area where the administrator is assigned so that it is necessary to consider the administrator's ability to reach the area where he is

assigned. This reality also seems to be accommodated in the policy content of the Grindel model, which considers the ability of administrators to conquer geographical terrain as a place of service.

5. Program Implementer

Program implementers in the Grindel theory content are decision-maker by the authority. In this research, program implementers are administrator officials who are appointed according to applicable provisions namely having integrity, morality, commitment and consistent in carrying out the mandated duties and responsibilities. Apart from normative aspects, the administrative appointment of administrative officials must also consider managerial skills, activeness, creativity and innovation, expertise, and dedication.

The appointment of Civil Service Apparatus as administration officials does not all meet the administrative criteria and requirements both normative and administrative requirements. It is found that there are still administrators who have not fulfilled all administrative requirements, especially scientific competence and relevance to the tasks carried out. This is important because the Government Regulation number 11 of 2017 concerning Civil Service Apparatus management confirms that their career development must be based among other qualifications, competencies, performance appraisal, and needs of Government Agencies. The career development of Civil Service Apparatus is carried out by considering integrity and morality. Competencies include (1) technical competence as measured by the level and specialization of education, functional technical training, and technical work experience; (2) managerial competence as measured by the level of education, structural or management training, and leadership experience; and (3) socio-cultural competence as measured by work experience related to plural society in terms of religion, ethnicity, and culture so as to have a national outlook.

This research is not yet a convincing fact that all the criteria and requirements for the appointment of administrators are met, especially in the aspects of scientific competence as the contents of Grindel theory. Objectively recognized that there are Civil Service Apparatus serving as administrators irrelevant to scientific competencies recognized by Adidjojo Dauda "it is not evenly spelled out across all segments administrator". The demand for scientific relevance with the mandated position seems to be very loose, not being used as the main reference in the selection of administrator positions because of scientific relevance demands on administrative positions at the level of III and IV, in the viewpoints and thoughts of the selection team do not take too much scientific discipline into account. Administrators at that level carry out more technical managerial tasks. Managerial technical tasks can be done well after completing the training of III or IV Leadership



which is usually joined by Civil Service Apparatus after serving as an administrator even though some have followed the Leadership training before being appointed as administrator.

Moekijat (2001: 15) states "employee career development in a government agency is carried out through training, promotion, and mutation," while competency in technical matters is strengthened through various workshops and other technical guidance in accordance with the duties and types of administrators that are implemented. Qualifications for the level of education are followed consistently while the terms for scientific relevance seem to receive less attention and prioritize *the track record* because the performance has been carried out so far.

One track record of concern is discipline and work motivation. Civil Service Apparatus work discipline is easily tracked because recorded in the presence of attendance both manual (paper) and electric (check lock). In addition, performance evaluation minutes can also be used as a track record of Civil Service Apparatus for place in a higher position for example as an administrator. Astutik study results (2016: 142) show specifically "to produce optimal performance required work discipline so that organizational goals can be achieved. Discipline is the awareness and willingness of an employee to obey all rules and norms that exist in a government organization. Discipline will encourage passion or enthusiasm for work, and encourage the realization of organizational goals. "Similarly, work motivation is also a concern to position Civil Service Apparatus as an administrator.

Wibowo (2009: 323) further states "motivation is an impetus for a series of human behavior processes to achieve goals." Husnan (2004: 45) asserts "motivation is the willingness to spend a high level of effort for organizational goals, which is conditioned by the ability the effort is to meet an individual's needs. " Thus, it is difficult to achieve goals or maximum results, if the apparatus has no motivation. Therefore, Ishak and Hendri (2003: 12) state that motivation as a basic thing which is the supporting of every motive for work "

6. Resources Mobilized

The Grindel model in this dimension confirms that resources are the support of external parties in responding to the policy of appointing administrators. The support of external parties specifically refers to the political elite. Political elite is a politician who succeeded in making a constitutional metamorphosis of becoming a legislator or a member of the board at the provincial level. The research shows political elites have provided support to administrators through echelon II or the administrator's superior at the moment of the RDP with the council or involved in budget discussions.

The policy content in the Grindel concept does not materialize optimally if the administrator is understood textually, that is, administrators is echelon III only, but if administrators are understood as part of echelon II who partnered with political elites where echelon III or administrators were included in partnerships with political elites, then it is certain resource variable that are deployed to support State Civil Apparatus appointment policy as administrators are well implemented.

Based on the above analysis, the important finding is that the concept of Grindel must be extended to reach the entire structure so that echelon II through III and even IV can be examined using the grand theory of Grindel. If not extended the theoretical scope, then Grindel theory cannot be used as a perspective to study the lowest structure.

Policy Context

1. The power, interests and strategies of the actors involved

The policy context level, the highest implementor for appointing administrators is the governor. The Governor of Central Sulawesi has the prerogative to appoint the desired officials, whose implementation involves various parties through mechanisms that have been regulated in the legislation, one of which is through the selection of the Baperjakat team, which includes the Regional Secretary and the Head of the Employees Agency. In the context of transparency and accountability, certain positions, for example, echelon II must go through the generally accepted mechanism, namely the auction of positions in the coordination of Baperjakat.

Positions under echelon II such as echelon III (administrators) both III A and III B and even echelon IV, are directly coordinated by the DPK while still placing the governor as the highest implementor. If the understanding of the appointment of an administrator is understood in the mechanism, then the potential for conflict of interest is possible, it can happen, moreover it is realized or not whether it is realized or not, recognized or not empirical reality sometimes in plain view shows the existence of external factors involved in the appointment of State Civil Apparatus as administrators or other positions.

It is interesting to analyze and discuss potential actors' conflicts of interest because they consider seniority. However, seniority considerations do not always have a negative meaning because Wahyudi (1998:170) states "the length of service of person recognized by the organization, both in the position concerned and in the organization as a whole. In seniority, it is reflected in the understanding of one's age and work experience," while Nitisemito (2002:149) defines "seniority as the length of service of a person whose achievements are recognized both in the position concerned and in the institution as a whole, "so that it is logical and reasonable if the understanding of seniority



above as a basis for argumentation in the appointment of State Civil Apparatus as administrator officers.

Theoretically there are several reasons that seniority is used as a promotion criteria for position according to Simamora (2004:643): "1) Seniority can be considered as a valid way to do promotion because seniority avoids problems of refraction and partiality in management that gives employees favored the first opportunity for promotion; 2) Seniority saves time, easy, and painless ways to make promotional decisions; 3) Usually there is a correlation between seniority and performance. Up to a point, employees generally become more competent at work when they gain experience; and 4) Seniority rewards loyal employees who have worked hard for several years to produce work."

According to Dessler (2005:562) "one of the grounds that can be used as a reason for promotion is seniority." The results of empirical research at different companies found seniority to be recognized as influential in job promotion, although not the only consideration as stated by Desmita & Kasmiruddin (2018:2) "seniority is not the only one that has an influence on the promotion of positions, however the loyalty level by each employee also requires the best effort for mutual progress, and employee commitment."

Based on the analysis and discussion above, it can be stated expressly that the seniority factor being taken into consideration in determining and appointing an State Civil Apparatus in the position of administrator in the Regional Government of Central Sulawesi environment, will not cause friction.

2. Characteristics of institutions and authorities

The characteristics of institutions and authorities in this research are understood as the extent the institutions holding power in this case the bureaucracy that determines the appointment of an State Civil Apparatus as an administrator official causes chaos or rejection of policies that have been taken by the leadership. In general, it is stated that there are no accurate facts found that significant problems in the appointment administrator.

The reality found that the appointment of administrator officials has the support of stakeholders because it refers to the applicable provisions, especially PP No. 11 of 2017 which is based on certain competencies. These competencies include: (1) technical competencies measured from the level and specialization of education, functional technical training, and technical work experience; (2) managerial competence as measured by the level of education, structural or management training, and leadership experience; and (3) Socio-cultural competence as measured by work experience related to plural society in terms of religion, ethnic, and culture that have a national insight. " Objectively this research found several items that

were not consistently followed because they are very conditional, especially on aspects of relevance education or scientific competence with the type of administrator position mandated.

3. Compliance and Responsiveness

One policy context that is highly emphasized in the theory of policy implementation by Grindel model is compliance and responsiveness. Compliance and responsiveness are intended as administrator dispositions in carrying out tasks after being given the mandate as an administrator official. Compliance and responsiveness of administrators is very important because it is related to public services.

The aspects of compliance and responsiveness refer to the subject is the official who appoints the administrator and the administrator himself. Compliance of the official who appoints the administrator means that all the provisions that apply to the appointment of the administrator are obeyed and carried out by the official authorized to appoint the administrator. This compliance mainly refers to administrative requirements contains normative and administrative provisions. Compliance and responsiveness are both decision makers and those subject to decisions. But what is most expected is the compliance and responsiveness of the administrator to carry out the tasks for which he is responsible.

Based on the discussion of the problem presented interesting findings in this research that the variables that cannot yet be realized in the policy content are the degree or extent of the desired changes. There are benefits and responsive attitudes of administrator officials towards the implementation of duties and responsibilities, but the intensity of the desired degree of change has not been fully able well photographed. Another finding is that the concept of Grindel must be extended to reach the entire structure. The theory of Grindel is actually more appropriate to study the structure of echelon II, so it needs to be given a meaning of representation, namely in understanding the echelon II in it there is the echelon III or administrator official. Theoretically, the Grindel model cannot be used as a perspective to study the lowest structure. To arrive at the lower structure of the study, namely the echelon III (administrator), the meaning of representation must be developed is Grindel theory must be included in the lowest structure of a position such as administrator.

The novelty research is to add one variable to Grindel's theory, namely the psychological impact of policy implementation of the appointment of administrator because the appointment of State Civil Apparatus at the administrator's position shows many psychological implications, such as; jealousy, feeling less satisfied, passion and motivation in carrying out the task.



Conclusion

On the dimensions of the policy content, six variables are concluded, namely: 1) The interests influenced by the policy have an impact on administrators in two ways, namely economic and social impacts; 2) The types of benefits generated are patterned into personal benefits for the official concerned and institutional benefits; 3) The desired degree of change has not succeeded in changing the work behavior, attitudes, and work culture of the administrator; 4) The position of the policy maker is interpreted geographically and administratively. The placement of administrators has taken into consideration geographical aspects both in terms of domicile and in geographical terms in the sense of the ability of administrators to reach the geographical tasks and responsibilities. Administratively good implementation although there are still deficiencies such as consideration of scientific relevance to the field of work has not been fulfilled; 5) Program implementers or administrators fulfill; a) normative requirements have integrity, morals, commitment and consistency in carrying out the task; and b) administrative requirements for serving as administrator are managerial competence, activeness, creativity and innovation, as well as expertise and dedication in carrying out tasks; 6) Resources mobilized or support of political elites towards the policy of placing State Civil Apparatus in the administrator's position have been implemented especially in involving the heads of regional organization or heads of department which involve administrators in various RDPs and budget discussions.

In the dimensions of the context of policy implementation it is concluded that: 1) The power, interests, and strategies of the actors involved do not find any conflict, although what is often questioned is the issue of seniority because seniority can conceptually be used as a reference for administrators and juridically - implicitly also justified because seniors mean longer service, more experienced, and more senior in rank; 2) The characteristics of institutions and authorities are understood whether there is rejection or chaos arising from the policy of appointing State Civil Apparatus to become an administrator. The research proves the characteristics of the ruling institutions in the context of policy implementation have been elaborated and implemented so as not to cause rejection among stakeholders; and 3) Compliance and responsiveness as variables in the context of policy implementation are implemented properly is the administrator has complied

with the provisions and is responsive to all the requirements determined to carry out the placement policy of the administrator.

Conflict of Interest

The authors declare that there is no conflict of interest with present publication.

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