

## **Implementation of Commander in Chief Regulation in Career Development and Fostering Civil Servants at Navy Indonesian Armed Forces**

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**Abstrak:** The aim of the study was to describe, analyze what factors influence the implementation of the Commander in Chief Regulation No. 161 / XII / 2011 in the Development and Fostering of Career for Civil Servants in the Indonesian Armed Forces Navy Main Base V Surabaya. This research is a case by obtaining a concrete picture of the implementation of career guidance for the Indonesian Armed Forces Civil Servants. Data analysis method uses an interactive model with four procedures, namely Data Collection, data reduction, data presentation and assessment. The research findings generally indicate the implementation of the Commander in Chief Regulation no. 161 / XII / 2011 in the career development and fostering for civil servants in the navy Indonesian Armed Forces at the Navy Main Base V Surabaya. Based on the communication factor it is indicated that there are supporting regulations and policies. Aspects The structure of the bureaucracy is indicated by clarity of functions and authority, flow or procedures in career development and development. Implementing resource factors have the competence to carry out education, promotion, transfer, reward and punishment. The attitude aspect shows that there are still obstacles, namely the role of the implementor who is less responsive in providing career development so that the achievements are still considered to not meet the target

**Kata Kunci:** Implementation, Regulation, Development, Fostering, Career

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### **I. INTRODUCTION**

Civil Servants, hereinafter abbreviated as PNS, are apparatus resources tasked with carrying out government duties and providing services to meet public or community needs in a professional and quality manner. The old order government was a dark period in the history of Civil Servants (PNS) where a period filled with Corruption, Collusion, Nepotism. Based on these conditions during the New Order government efforts were made to reform the bureaucracy. Reforming the bureaucracy is aimed at increasing the efficiency and effectiveness of the bureaucracy so as to support national stability.

The pattern of reforming the bureaucracy then shifted into the forms of privatization, deregulation and debureaucratization in the early 1980s. In the early 1990s, improvements were made with the main goal to be achieved, namely the formation of a mechanistic, clean and authoritative bureaucracy. The number of Civil Servants at the end of 2013 was 4.36 million, of which in the past 10 years the growth reached 22.47% with an average growth rate of 1.63%. The highest increase occurred in the period 2008 to 2009 with an increase reaching 10.8%. The difference occurred in 2010 until 2013, where there was a decrease in the number of Civil Servants. At the end of 2010 the number of Civil Servants was recorded at 4.59 million.

Civil servants who served in the Indonesian Armed Forces initially only assisted with the duties of the Indonesian Armed Forces or in other words without Civil Servants, Soldiers of the Indonesian Armed Forces were still able to carry out their duties. Therefore, Civil Servants are referred to as the Indonesian Armed Forces Soldiers' complement. Based on the explanation, Civil Servants in the Indonesian National Armed Forces Institution to support the basic tasks of the Indonesian Armed Forces, although in the non-combat field this is very important. Problems arising from Civil Servants serving in the Indonesian Armed Forces are less professional and less productive.

In connection with these conditions in 1983, the Minister of Defense and Security issued No. Telegram Letter. ST / 127 / M / 1983 dated 7 December 1983 concerning the position of Civil Servants as complement. Given the importance of Civil Servants in the Indonesian Armed Forces Institution, the Commander in chief of

the Indonesian Armed Forces issued regulation No. 161 / XII / 2011 concerning the Development and Fostering of Career for Civil Servants at the Indonesian Armed Forces Institution.

Career development is very important for an organization, because a career is a need that must continue to be developed in an employee so as to motivate employees to improve their performance. Career development includes every activity to prepare someone to take a particular career path. A career plan that has been made by a worker must be accompanied by a realistic career goal.

Prawira's research (2015) shows that career development of Civil Servants in the Lubuklinggau City Education and Training Agency has been well implemented by referring to policies in the career development of Civil Servants in Lubuklinggau City. There are 3 dimensions that are carried out in the career development of Civil Servants in the Lubuklinggau City Education and Training Agency, namely the dimensions of training, promotion and transfer of employees

Based on the explanation above, this study specifically aims to (1) Describe and analyze the Implementation of Commander in chief Regulation No. 161 / XII / 2011 in the Development and Fostering the Career of Indonesian Armed Forces Civil Servants at the Navy Main Base V Surabaya. (2) Analyzing what factors influence the Implementation of Commander in chief Regulation No. 161 / XII / 2011 in the Development and Development of Career Servants the Indonesian Armed Forces at Navy Main Base V Surabaya

## **II. LITERATURE REVIEW**

### **2.1 Conceptual Definition of Public Policy Implementation.**

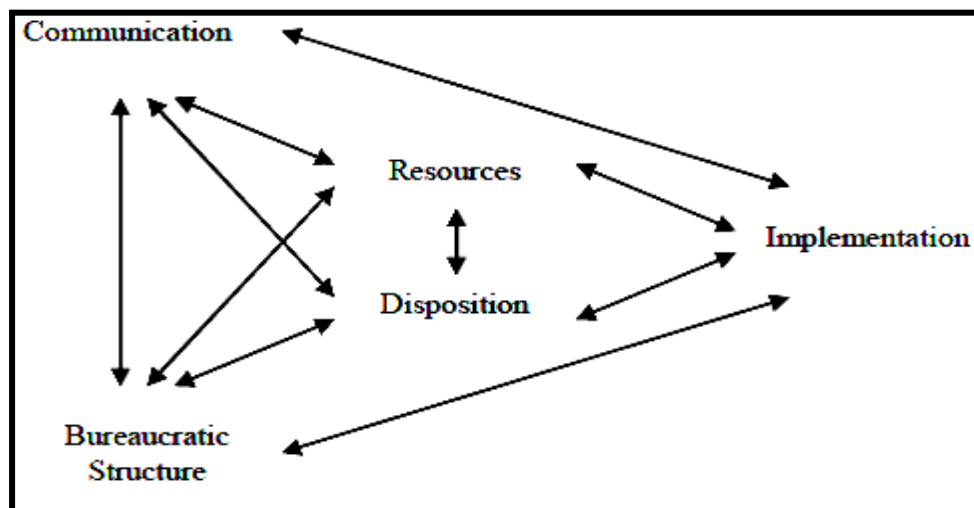
Majone and Wildavsky (in Nurdin, 2004), interpret implementation as an evaluation. Browne and Wildavsky (in Nurdin, 2004) suggest that "Implementation is an expansion of activities that are mutually adapted". The definition of implementation as an adaptive activity was also expressed by McLughin (in Nurdin, 2004). These expressions mean that implementation is not just an activity, but an activity that is planned and carried out seriously based on certain norms of reference to achieve the objectives of the activity.

Implementation study is a study of changes that occur and changes can be raised, also a study of microstructures of political life, namely organizations outside and within the political system running their affairs and interacting with each other and motivations that make actions different (Parsons, 2015).

Van Meter and Van Horn (Winarno, 2008) suggested, "the implementation of policies as actions carried out by individuals (groups) of government and private sector directed to achieve the objectives set out in previous policy decisions". Policy standards and targets are based on the main interests of the factors that determine policy achievement. Identifying indicators of achievement is a crucial step in policy implementation analysis, these achievement indicators assess the extent to which basic measures and policy objectives have been realized.

Edward III in Subarsono (2010), proposed 4 (four) variable which greatly influenced the success of policy implementation, namely:

1. Communication; communication is a means to disseminate information, both from the top down and from the bottom up. To avoid the distortion of information conveyed by superiors to subordinates, it is necessary to have time provisions in the delivery of information, the information must be clear, and it requires accuracy and concentration in conveying information
2. Resources; resources in policy implementation play an important role, because policy implementation will not be effective if the supporting sources are not available. The sources included are:
  - a. Relative staff are sufficient in number and have the skills and skills to implement the policy.
  - b. Information that is adequate or relevant for the purposes of implementation
  - c. Support from the environment to succeed in implementing the policy
  - d. Authority possessed by the implementor to implement the policy.
3. Disposition or Attitude (attitude); related to how the attitude of the implementor in supporting a policy implementation. Often implementors are willing to take the initiative in order to achieve policy, depending on the extent of the authority they have.
4. Bureaucratic structure; a policy often involves several institutions or organizations in the process of implementation, so that effective coordination is needed between relevant institutions in supporting the successful implementation



Source: Edward III in Subarsono (2010)

**Fig. 1**  
**Policy Implementation According Edward III**

## 2.2 Career Development.

According Simamora (2001) career is "Sequence of activities related to work and behaviors, values, and aspirations of a person during the life span of the person". According to Dalil (2002) "a career is a process that is deliberately created by a company to help employees to help participate in the workplace. Meanwhile Glueck (1997) states that individual careers are a sequence of experiences related to the work experienced by someone during his tenure. So that individual careers involve a range of choices from various occasions, but from the perspective of a career organization is a process of regenerating new tasks. Career planning is a deliberate process through which a person becomes aware of the attributes associated with a personal career and a series of steps throughout life contributing to career fulfillment

Career development is very important for an organization, because a career is a need that must continue to be developed in an employee so as to motivate employees to improve their performance. Career development includes every activity to prepare someone to take a particular career path. A career plan that has been made by a worker must be accompanied by a realistic career goal. Because planning definition, including career planning, according to Sunyoto (2012) career planning is a process that is passed by individual employees to identify and take steps to achieve their career goals.

Career development according Andrew J. Fubrin in Mangkunegara (2001) is a staffing activity that helps employees plan their future careers in the organization, so that the organization and employees concerned can develop themselves to the maximum. Career development used by agencies / institutions cannot be separated from career planning. Every employee or employee in the organization before developing his career must have a mature career plan first. In addition, you also need to know things that affect career development. According Marwansyah (2012) career development is an activity - self-development activities taken by someone to realize his personal career plan while according to Sunyoto (2012), career development is personal enhancements made by someone to achieve a career plan

Employee career development both in terms of career according (Moenir, 2003), knowledge and ability can be through four ways, namely:

1. Through education
2. Through promotion.
3. Through transfer of employees
4. Recommendations or support from superiors

According to Mondy (1993), career development includes activities to prepare an individual for the progress of a planned career path. Furthermore Mondy (1993) explains several principles in career development, among others: The work itself has a very large influence on career development. The form of skill development needed is determined by specific job requests. Development will occur only if an individual has not obtained skills that are in accordance with the demands of the job. The time used for development can be reduced / reduced by identifying a series of rational individual job placements

### III. RESEARCH METHODS

This research uses a descriptive method. According to Arikunto (2006) Descriptive Research is a study intended to collect information about the status of existing symptoms, namely symptoms according to what they were at the time the research was conducted. This study seeks to obtain a concrete picture in the implementation that occurs in the career development of the Indonesian Armed Forces Civil Servants, by trying to overtake the facts, analyze them objectively, not dogmatically despite relying on theoretical principles.

The model used is the Implementation Model 4 (four) variables that greatly influence the success of policy implementation. This model was developed by Edward III.

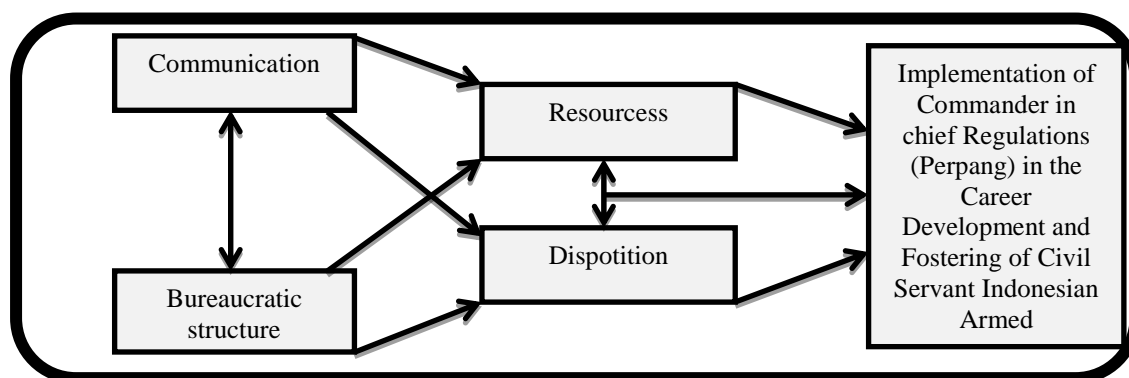


Fig.2  
Research model

The subjects in this study were parties directly related to the implementation of career guidance for Civil Servants at the Indonesian Armed Forces at the Navy Main Base V of Surabaya City. The object of the research is the Policy Policy for the Development and Fostering of Career for Civil Servants at the Indonesian National Armed Forces Institution at the Navy Main Base V Surabaya City. Data collection techniques used in this study were through interviews, observation, and documentation. These objects become research variables and analyzed using interactive model analysis developed by Miles and Huberman (2009) with four procedures, namely data collection, data reduction, data presentation and conclusion.

### IV. RESULTS AND DISCUSSION

#### 4.1 Communication Aspects in the Implementation of Career Development and Fostering for Civil Servants Indonesian Armed Forces

Implementation will run effectively if the measures and objectives of the policy are understood by individuals who are responsible for achieving policy objectives. Clarity of policy size and objectives thus needs to be communicated appropriately with the implementers. The process of delivering information about policy objectives, which occurs between policy makers and implementers so that what is expected by policy makers can be achieved. In addition, the delivery of information must also be carried out between the implementers of the policy program and the target group in this case are Civil Servants in the Indonesian National Army Institution. The process of delivering information referred to in this study is how to deliver information from policy makers to the implementing parties and those who are the targets of the policy. This is important because good communication can produce a good implementation

The career development and Fostering of Civil Servants at the Indonesian Armed forces at Navy Main Base V Surabaya is basically inseparable from the commander in chief regulations. Technically, the implementation or implementation has referred to a standard regulation, namely the commander in chief Regulation (Perpang) No. 161 / XII / 2011 as a clue to the Administration of the Indonesian National Armed Forces Civil Servant Personnel and the Decision Support Policy of the East Region Fleet Coamander in chief. No. 48 / IV / 2015 concerning the organization and procedure of Navy Main Base V Surabaya. These regulations are many things that are regulated, including in the career development and Fostering of Civil Servants, among others, the procurement of personnel, especially civil or Civil Servants, education and training, especially for Civil Servants and the award and appointment of ranks or even termination / punishment.

Based on the communication aspects, policy implementation is carried out through delegation of the Commander of the East Region Fleet Coamander in chief and all of his staff to understand the policies that have been made in writing that are forwarded to the Civil Servants as the policy target. In Policy Implementation career Development and Fostering of Civil Servants at the Indonesian Armed Forces at Navy Main Base V Surabaya, consistency and uniformity of standards and objectives have been communicated with various sources

of information. Although communication within and between organizations is a complex and difficult process, in carrying out the development and career development of Civil Servants at the Indonesian Armed Forces at Navy Main Base V Surabaya, it was carried out through various coordination and dissemination in the Indonesian Armed Forces organization in particular Navy.

According to the theory by Edward III the consistency of the information conveyed is needed in order to avoid confusion between the parties involved in its implementation. Likewise with the implementation of the Indonesian Armed Forces Civil Servants Career Development and Fostering Policy it is highly demanded for consistency of information but if there is a change due to seeing conditions, the information circulating automatically also changes

#### 4.2 Aspects of the Bureaucratic Structure in the Implementation of Career Development and Fostering of Civil Servants of the Indonesian Armed Forces

A clear bureaucratic structure can provide a positive, effective, and easy implementation of an implementation in the development and development of employees, where it is intended to provide assurance and provide motivation to work to improve performance. Efforts to career develop and fostering a for Civil Servants at the Indonesian Armed Forces at the Navy Main Base V have explained in their entirety. This is actually stated in the regulatory policy. The policy letter issued by the chief of staff of the Navy Main Base V Surabaya, division of staff regarding instructions for the work of the staff of the main base of the Indonesian Armed Forces Navy Main Base V with a very clear bureaucratic structure.

Aspects of bureaucratic structure in the implementation of career development and fostering of Civil Servants in the Indonesian Armed Forces at Navy Main Base V Surabaya are high or effective, the arrangement of components (work units) in the organization has a clear function and division of labor, this is indicated by Clarity of the division of authority, duties, clear and legitimate bureaucratic structures in the implementation of the career development and fostering of Civil Servants at the Indonesian Armed Forces at Navy Main Base V Surabaya.

Procedurally The implementation of the career development and fostering of the Civil Servants of the Indonesian Armed Forces at the Navy Main Base V Surabaya has been clearly arranged in Regulation No. Commander in Chief No. 161 / XII / 2011 concerning Administrative Guidelines for the Development of Indonesian Civil Servants Personnel. Clarity of procedures / flow in career development and career development is very clear and good. This is based on the existence of regulations that explain broadly and completely to the mechanism of career development and fostering. Implementor in implementing regulations empirically is sufficient to support policy. Implementor has fully implemented the policy rules and procedures issued by the chief of personnel of the Navy Main Base V Surabaya staff commander regarding instructions for staffing work.

According to Edwar III, one variable that influences policy implementation is the bureaucratic structure. Although the sources for implementing a policy are available or the implementers of the policy know what should be done and have the desire to implement a policy, it is likely that the policy cannot be implemented or realized because of weaknesses in the bureaucratic structure. The findings of the study show that in the Implementation of Policy for the career Development and Fostering for Civil Servants in the Indonesian Armed Forces already has standard operating procedures regarding a series of written instructions that are standardized.

#### 4.3 Resource Aspects in the Implementation of Career Development and Fostering Civil Servants of the Indonesian Armed Forces

Implementation The career development and fostering Civil Servants at the Indonesian Armed Forces at Navy Main Base V Surabaya in meeting resource needs, was carried out with a number of policies to renew transfers, propose additional personnel and attend training education and training. This is done considering that in implementing a program or policy, of course, an implementer is needed to support the implementation of a program or policy properly. Without personnel to carry out a program or policy, any program or policy cannot run properly and will only stay as a document without any realization. Therefore, the availability of implementers must be classified according to position, competence, education

Commander In Chief Regulation No. 161 / XII / 2011 has been explained in full, who is the executor, the curriculum being tested and taught, who gets the education and training. Commander In Chief Regulation No. 161 / XII / 2011 concerning the Administrative Guidelines for the Development Personnel of the Civil Servants Indonesian Armed Forces, also has regulated the matter of the displacement substance at work. This can be seen in Chapter V of use, where in the chapter there are transfer substances, seconded and studied. The displacement is divided into two, namely: 1). Transfer between organizational units or units. 2). Mutations between ministries or non-ministerial government institutions. In the rule it is very clear where the rules are, the procedure in the transfer has been explained.

The implementation career development for Civil Servants (PNS) in the Indonesian Armed Forces at Navy Main Naval Base V is very concerned about the welfare of its employees, this can be seen in the

Commander In Chief Regulation No. 161 / XII / 2011 concerning the Administration Guidelines for the Development of Personnel Civil Servants Indonesian Armed Forces, in the chapter of care for the honorary substance, it discusses how the Civil Servants Indonesian National Armed Forces are highly regarded in their dedication and service in their work.

Broadly speaking, the resources in policy implementation play an important role, because policy implementation will not be effective if the supporting sources are not available. In addition to the adequate number of implementers, there is also a need for competent implementers after office, education in carrying out the program, because if the number of implementers is sufficient, without being balanced with the ability or expertise in running the program, the implementation process cannot run optimally. The availability of skilled human resources is very important so that the implementation of programs or policies is more efficient and effective, where sometimes the implementation of an activity is hampered other than because of the inadequate number of implementers and also the lack of quality human resources as implementers. The amount and quality of adequate implementers can have a positive impact on implementation.

#### 4.4 Aspects of Implementing Attitudes in the Implementation of Career Development and Foetring of Civil Servants Indonesian Armed Forces

Implementation of the career development and fostering Civil Servants at the Indonesian Armed Forces at the Navy Main Base V, the role of commanders is very important, this can affect policies that will be made as a form of implementation of Comander in chief No. 161 / XII / 2011 concerning Administrative Guidelines for the Development of Personnel for Civil Servants. At least a good role is a decision in a policy that can accommodate the interests of its employees. The support provided by the leaders of the Indonesian Armed Forces at the Navy Main Base who would or would take further undergraduate education as an effort to add to the civil servants skills and also to be able to occupy other positions.

Implementation of the career development and fostering Civil Servants at the Indonesian Armed Forces at the Navy Main Base V is effective, this is indicated by the support of both non-policy or legitimate policies in supporting Civil Servants in the Indonesian Armed Forces at the Navy Main Base. Such support can also be material or non-material. The implementation of policies is accompanied by high support and commitment to achieve the targets set. Commitments from implementers to policies or programs that must be implemented because each policy requires implementers who have strong desires and high commitment to be able to achieve the stated policy objectives in accordance with the procedure.

The attitude, commitment and honesty of the implementers in policy implementation is the most important thing from the influence of disposition or trends, because in implementing a policy can affect the desire and willingness to implement a policy, the wishes and willingness of an apparatus can be seen from the knowledge of a policy that is implemented, understanding and the deepening of a policy and implementing implementing policies whether accepting, rejecting or neutral

The attitude of the policy implementers with policy makers at Navy Main Base V Surabaya, the findings of the research results show a lack of support for the implementation of the Implementation of Career Development and fostering. Civil Servants at the Indonesian Armed Forces at the Navy Main Base were given permission to take further education to increase their skills and be motivated by their leaders. But it is only non-material, for the material itself in terms of funding the school they still use personal costs to take up the education

#### 4.5 Achievement of Policy Results Implementation of Career Development and Fostering of Civil Servants Indonesian Armed Forces

Implementation of Commander in Chief Regulation No. 161 / XII / 2011 in the Career Development and Fostering Civil Servants at the Indonesian Armed at Navy Main Base V Surabaya has proceeded quite effectively in a procedure, starting with the existence of complete and clear regulations, clear bureaucratic structure as well as responsibility and their respective duties, but there are still deficiencies, especially in the technical implementation or implementation there is a difference in the direction of Career Development and Fostering between Civil Servants in the Indonesian Armed Forces and members or soldiers of the Indonesian Armed Forces Navy. Lack of success in the career Development and fostering for Civil Servants at the Indonesian Armed Forces at Navy Main Base V Surabaya apart from the lack of support in the form of material provided by leaders to Civil Servants at the Indonesian Armed Forces.

The research findings also show that the lack of successful implementation is an internal factor in the Civil Servants at the Indonesian Armed Forces at the Navy Main Base who still adhere to the old employee paradigm. So the aspirations to create and form Civil Servants in the Indonesian Armed Forces Navy who are characterized, moral, and professionally disciplined, responsible, and work oriented have not been achieved due to several Civil Servants in the Indonesian Armed Forces Navy still using old paradigms such as the ego sectoral, priajaji mentality, mentality of the ruler; and corrupt mentality

## V. CONCLUSION AND RECOMMENDATION

Based on the results of the research findings it can be concluded that the implementation of Comander in Chief Regulation No. 161 / XII / 2011 in the Career Development and Fostering Civil Servants (PNS) at the Indonesian Armed Forces at the Navy Main Base V has been effective and carried out quite effectively. This is based on the results of the implementation of the results are very in accordance with the procedure, starting with the rules that regulate in full and clear, bureaucratic structure that is clear as well as the responsibilities and duties of each. Organizational support includes an organizational structure that plays a role in accordance with the authority of each part and the capabilities possessed by each part in carrying out its functions.

Implementation of the Career Development and fostering Civil Servants at the Indonesian Armed Forces is supported by all available resources both in terms of human resources, authority, information, and other facilities needed. The implementing attitude is still not supportive in the sense that support is only in the form of non-material and motivational.

Inhibiting Factors for implementing the Comander in Chief Regulation No. 161 / XII / 2011 in the Career Development and Fostering Civil Servants in the Indonesian Armed Forces at the Navy Main Base V is the gap between Civil Servants and members or soldiers as well as the bad paradigm of employees

Based on these conclusions the advice that can be given to the Indonesian Armed Forces at Navy Main Base V, among others, is the need for an approach taken to erode or eliminate the wrong or wrong paradigm in the internal Civil Servants of the Indonesian Armed Forces itself and a thorough evaluation to find out whether there are obstacles that really mean the implementation of the implementation

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