

THE DEVELOPMENT MANAGEMENT OF POLICY IMPLEMENTATION FOR CIVIL STATE APPARATUS (CIVIL SERVANT) IN CENTRAL JAVA PROVINCE

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Abstract

The main problem in the field of apparatus that has become an obstacle in Central Java into development implementation caused by those various things as follows: The performance of public service and apparatus haven't satisfy and measure, the apparatus work ethic has not shown a professional performance, poor quality of competence and certification expertise, the high number of retirements, and the cadre recruitment and career System is not yet measurable. This research aims to know the pattern of the Civil Servant traveled by the Government of the Central Java province based on Act No. 5 in 2014 About State Apparatus, and analyzing the factor endowments and a barrier to policy management floating this in the Government area of Central Java Province. The results showed that the management of the Human Resource development of State Apparatus hasn't optimal, though the development of careers, career patterns, promotions and a mutation has been done yet but looks effective and efficient due to the magnitude of power and interest owned by officials/regional head/leader who is currently serving in an area. The number selling office in Bureaucracy and Democracy Office is tangible evidence that the current management of the Civil Servant development has not concluded properly. Constituents in this research are the Act number 5 in 2014 About State Apparatus, and the obstacle is the Government environment of Central Java Province.

Keywords: Development Management, State Apparatus, Career Management, Career Patter, Promotion and Mutation.

• **INTRODUCTION**

The development of the Civil State apparatus is carried out in order to develop the competence of employee-owned in order to be used effectively and efficiently. To develop competence OF Civil State Apparatus Government can craft a plan the development of competence in the work plan annual budget career development in particular in the framework of

Civil Servants. The career development of Civil Servants would later have to be determined of competence in order to support the optimization of the performance apparatus.

The performance of the public service so far has not been adequately assessed in comparison with the demands of the community. It is like the observations conveyed through institutions Institute Democracy and Education (IDE), generally the quality of public services in Indonesia is still very low, as well as at the level of local government. There are still a number of problems related public services in Indonesia are being related to homework. Poor quality of public services is one of the highlights that are directed to the bureaucracy of the Government in providing services to the community. Improvement to public services in the era of reform are wishing for whole community, but still has not experienced significant changes.

On the basis of Transparency International (TI) Corruption Perception Index, score (CPI) of Indonesia in 2013 is 32 (ranked 114 out of 177 countries) and score CPI in 2014 is the rises to 34 (ranked 109 out of 175 countries). Despite the increase, Indonesia is still seen as a country that is prone to corruption than neighboring countries, such as Singapore, Brunei Darussalam, Malaysia, Thailand and Myanmar. While it still in the process of a long bureaucratic and overlap between tasks and authorities led to the Organization of the public service into a long and convoluted process through. So the likely high cost economy has occurred, the occurrence of abuse of authority, corruption, collusion, and nepotism, discrimination. The external supervision of the community is still minimal, resulting in a lack of service standards and procedures, as well as the procedure of delivery of public services user complaints.

The performance of the apparatus that have not been measured to be one caused of inefficiency of Government and venue development. Concern over the performance of the public service is getting increasingly necessary today, in line with the demands of a public that wants a quick service, right and in the process a comfortable, friendly service, fast and cheap as well as fair. The public service is spearheading the Organization of the Government in dealing in the community, the public. The success of the public service is the success of the Government. The fundamental thing in a public service that is required the existence of a minimum service standard. But the facts in this area almost all agencies yet have minimum service standard formulation. And if they already have, the problems appear problematic implementation.

The public in the service of such demanding clarity and certainty over the payments and terms, certainty of time is completed, and right as well as friendly. A lot of the process of settlement of the letter whether it's intentional or not, rarely a publicly exposed the Office dates, at how application letter/form entry and completion are taken, so by the time registration will then be recorded as of the time the settlement process of public service. One of the disadvantages of service quality apparatus is ignorance in measurable and operational of the top quality service. Utilization of State Apparatus Minister decision No. Kep. 25/M. Pan/2/2004 to develop 14 elements relevant, valid, reliable as the minimum elements must exist for the base Community, the Satisfaction Index of Measurement, as follows:

1. The service procedures; such as: the ease service stages rendered to the society seen from the simplicity of the service flow.
2. The service terms; technical and administrative requirements necessary to obtain the services in accordance with the type of its service.
3. The clarity of the officers; the existence and the certainty of the officer who provides services (name, position and authority and responsibility).
4. Discipline Officer Services, seriousness of the officers in the service especially for consistency appropriate working time conditions.
5. The responsibility of the officer's service, clarity of authority and responsibilities of the officer in conducting and completion of service.
6. The ability of the officers, such as the level of expertise and skill owned in providing the officer owned and complete service to communities.
7. The service rapidness, the target service can time completed within specified by the unit of service providers.
8. The equity in getting service; the service operating without distinguish class/social status of the community served;
9. Politeness and hospitality of the officer; that is the attitude and behavior of officers in providing service to society as polite and friendly as well as respecting each other.

10. The reasonableness cost of the service; the affordability of the community against the magnitude of the cost established by the service unit.
11. The certainty costs of service; the alignment between fees paid and costs.
12. The certainty schedule service; execution service time, in accordance with the provisions of the set.
13. The comfort of the environment; the condition of the infrastructure services that clean, neat, and organized so that it will give comfortable condition for the recipient service.
14. The service security; such as security level environment provided the units of service providers or the means used so communities will feel calm to get service of risks resulting from the service operating.

The State Apparatus performance in giving service for public hasn't shown professional characteristic and enthusiasm inside of soul. In line with the community necessity will be a quality service from the Government, then one important aspect in service such as work ethic of the Government apparatus. A quality service and satisfy the community depends on the work ethic of the Government apparatus. Because a good work ethic will have an impact for good service.

Low level of competency and quality of human resources reform being one of the factor restricting the manifestation of good government in the area. Related there to, it needs to be done to improve the quality competence of all functions of the apparatus is involved in it. The main problem in the face of this global era is the limitations of qualified human resources to participate in development, both national and international in scope (Burhanuddin, 1999). About HR bureaucracy in Indonesia, the international world is still considered poor when compared to neighboring countries (Idris, 2008). According to Faisal Tamim (Rukmana, 2005), from 3.6 million Civil Servant, which actually perform tasks professionally and show high productivity only about 60-65%. The condition is caused by a low level of some Civil Servants who can follow a Training organized by the Government of the province or district/city Governments that exist in all regions of Indonesia such as is the case in Central Java Province Government at this time. The development of the civil State apparatus in Central Java is alleged by investigators so

far have not been optimal, it can be seen from the composition of the implementation of the training which is one indicator of the implementation of the development apparatus itself which is still low quantity. As shown in Figure 1.1 Chart below

Figure 1
The Participants Data of Education and Training Of Centaral Java Provincial

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Source: BKD of Central Java Province 2016.

Basing on the data of table 1 of the above shows that the composition of the implementation of the training to the apparatus is still low, if compared to the number of employees as much as there were 16,241 people and 1,794 people officials learned the structural, then the composition is still very low in terms of the implementation of the leadership training for possible apparatus will be correlated to increased public service performance and service to the community. Minimum number of participants for training center in Central Java Province Government also coincided with a number of civil servants who will be entering retirement.

Based on data release by Central Java province BKD indicates the accumulation of employee who enters retirement age increases entered mid-2016. This has resulted in power needs a replacement for the original assignment of positions is indispensable. It gives rise to

consequences will need new quality apparatus as a result of increasing the retirement numbers in question. This can be seen in Figure 2 of the following graph.

Figure 2
The Amount Age Of Civil Servants In Cental Java Provincial Government

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Source: BKD of Central Java Province 2016.

According to Figure 2 above shows that more than a third of the number of Civil Servants of Central Java Government Province will be entering retirement age in the next 10 years. This affects and implicates on performance if not prepared properly cadre on a far-away days earlier. The candidate of employee policy certainly unbiased done immediately, but must be accomodate formation needs in Ministry of State for Administrative and Bureaucratic Reform Apparatus and State Employee Data. As for the like vacancy formation is necessary is an effort-

alternative on the availability of other resources in the Central Java Provincial Government apparatus.

The development problem in every region generally doesn't freed from its apparatus problem, if the regional apparatus provided by competency and capacity highly, then those various problems faced able to be solved well. The basic of main problem aiming to realize ideally depends on recruitment ways and staff positioning to fullfil various bureaucracy especially on street level bureaucrats. Where to arrange recruitment system and personnel placement today the government applies Constitutional Laws Number 5 in 2014 about Civil Servants. It has been stated into Article 51 that the Civil Servant management carried out according to Merit System. It is a policy and Civil Servant management according to qualification, competency, and performance fairly and appropriate without distinguish political background, racial, skin color, religion, origin, gender, educational status, age, or disability condition.

This research aim to explore management term of Civil Servant that is attacked by Central Java Government Province bases on Constitutional Laws Number 5 in 2014 about Civil Servant Apparatus. In identifying and analyzing supporting and obstacle factors of the management of Civil Servant Apparatus in Central Java Government Province.

- **RESEARCH METHOD**

This research applies research method and analysis technique of qualitative data, where this method is a research method that is opposed by experiment method, this research method is applied to make a research bases on object conditional naturally and researcher has a task and function as key instrument into exploring a main problem that will be explained into an object research that will be done. By examining validity and legality of those data by using Tringualitation technique.

- **LITERATURE REVIEW**

3.1. The Concept and Step of Public Policy

There are various concepts of public policy that is conveyed from various experts, such as W.I. Jenkins (1978) defined that public policy was a series of interrelated decisions taken by a political actor or group of actors, with regard to the purposes for which it was selected along with

ways to achieve it in a situation. Those decisions in principle still remain within the limits of the authority of the actor power. So is James E. Anderson (1979) which means that the public policy as a policy is laid down by the bodies and agencies of the Government. Talk about policy is not separated from the relation between interest groups, both the present Government as well as society in General. Not much different with two expert opinion above, Dye (1981) defines public policy as "whatever governments choose to do or not do" where any policy is the choice of Government to do or not the definition of public policy Advanced Dye contains two meanings: (1) public policy created by government agencies, not private; (2) public policy concerning the choice to do it or not by the Government.

From different libraries can be expressed that public policy which is a rule that regulates the life together that must be adhered to and applies binds all its citizens. Any violations will be sanctioned in accordance with the weight of the offense committed and sanctions were dropped in front of the community by institutions that have the task of dropping sanctions (Nugroho R, 2004).

Based on the above definition of public policy are all activities undertaken by the Government to provide answers to issues and problems of the public with solving the interests of the community. Dunn (2000) explains that stages of public policy consist of:

- Agenda Preparation Stage

The selected officials and appointed put the issue on the public agenda. Before these problems are competed in advance to be able to enter into the policy agenda. In the end, some issues getting into policy agenda of the policy framers.

- Policy Formulation Stage

The problem that has entered the policy agenda later discussed by policy makers. The problems of the earlier defined to then look for the best solution. Solving those problems come from a variety of alternatives that exist. At this stage each alternative competing to be selected as the policies taken to solve the problem.

- Policy Formulation Stage

According to some alternative policy offered by the framers of policy, ultimately one of the alternatives policy adopted with the support of a majority of the legislature, the consensus between the Director of the institution or the decisions of the judiciary.

- Policy Implementation Stage

Policies that have been taken are implemented by the administrative units to mobilize financial and human resources.

- Policy Assessment Stage

At this stage of the policy has been run will be assessed or evaluated to see the extent to which the policies are made. Specified measurements or criteria become the basis for judging whether the public policy has gained the desired impact.

From the several stages of the public policy above, this study fall into the stage of policies implementation that focuses on the implementation of the Management Development Policy Apparatus of Civil Servant in Central Java Province.

- **Public Policy Implementation**

The execution or implementation programs are a process or the stages of the public policy. The policy implementation is seen in a broad sense, is the stage of the policy process or immediately after the determination of Constitutional Laws. Implementation of a widely are perceived significance of implementation of legislation in which various actors, organization, procedures, and techniques work together to run the policy in an effort to achieve the goals of policies or programs. Implementation on the other hand is a complex phenomenon that may be understood as a process, an output or as an impact (outcomes).

Various policy objectives will be achieved not by itself without the policy implemented. Though as a concept implementation is often used to describe how the efforts made by the implementer in realizing the goal of the policy, but only with the mention is not enough

implementation illustrates how indeed numerous attempts to realize the policy purpose was undertaken.

Implementation stage as the process to realize the policy objectives is often referred to as the stage of an important (critical stage). This step is important because it is called a "bridge" between worlds concept with the world reality as Grindle that mention that the implementation of "establish a link that allows goals of public policies to be realized as outcomes of governmental activity". The world of the concept what is meant here is reflected in the ideal conditions, something that aspired to be realized as formulation in a document policy. While the real world is the reality in which the community as a policy target groups are struggling with different issues of social, economic and political.

Indiahono (2009) stated that the policy implementation is an important stage in the policy. This step determines whether the policies pursued by the Government are really applicable on Court and managed to produce outputs and outcomes as has been planned. The output is the output of the policy that is expected to emerge as a direct output of the policy. The output can usually be seen within a short time of post implementation policies. Outcomes are the policy impacts, which are expected to arise after discharge output policy. Outcomes are usually arranged in a long time post policy implementation.

- **Policy Implementation Model**

Policy implementation is a stage which is crucial in a public policy process. A policy program should be implemented in order reach an impact or goal desired (Budi Winarno, 2002). Implementation according to the Webster Dictionary is derived from the words to implement the means to provide the means for carrying out (provides the means to implement something); to give practical effect to (impact/result against something). If this view we follow, then the policy implementation can be seen as a process of policy implementation (Sholichin, 2001).

To find out the factors supporting and restricting in this study, researchers used a model of policies implementation delivered by Grindle (in Subarsono, 2010: 93). Where the successful of implementation is according to Grindle was affected by two variables, such as the following.

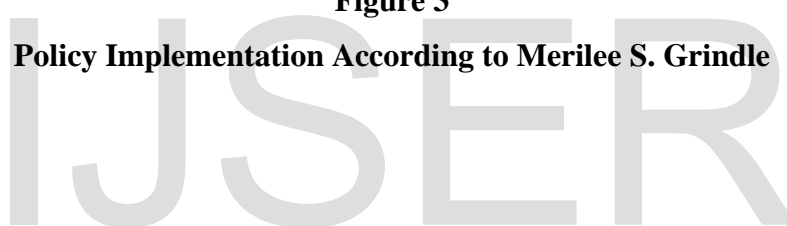
- Policy content that includes the extent to which the interests of the target group is contained in the contents of the policy, the type of benefits received by the target groups,

the extent to which the desired change of a policy, whether the location of a program already is right, if a policy implementer has mentioned in detail, and whether a program is supported by adequate resources.

- Policy environment that includes as high as power, interest, and strategy owned by various actors involved, the characteristic of institution and regime being powerful, the level of loyalty and target group responsiveness.

The successful implementation of a public policy can be measured from the last achievement process (outcomes), such as achieved or whether goals achieved. This is expressed by Grindle in Agustino (2008:154), the measurement of the implementation of these policies can be viewed from two things, namely: the first views of the process, with the question whether the implementation of policies in accordance with specified (design) with reference to the action of its policies. Both are policy objectives are achieved:

Figure 3
Policy Implementation According to Merilee S. Grindle



Source: Grindle, Merilee S, 1980:11

Based on the descriptions of figure 3 above, then it can be inferred that in implementing such a policy must be clearly visible contents of a policy and be able to see the situation policy environment taking into account the various the aspects that can influence the process of implementation, as well as the required supporting factors in the achievement of the goals. Which implement a policy in advance should analyze the problem to find out easily or whether the problem is resolved. After that identify what factors that are needed in the process of implementation and policy environment which is affected both internally and externally.

- **RESULT AND DISCUSSION**

- 4.1. The Development Management of Civil Servant in Central Java Provincial Government**

In implementing development management of State Apparatus of Central Java Government Province applies basis of Constitutional Laws Number 5 in 2014. Where this Constitutional Laws issued that the career development for Civil Servant stated into from Article 69 to 73. Those Articles of 69 and 70 regulate about career development, Article 71 regulates about career structure, Article 72 regulates about promotion rule, and Article 73 regulates about official mutation. Now day generally Central Java Government Province in implementing development management of Civil Servant Resources has not been optimally. Although the career development for Civil Servant, career term, promotion, and mutation are implemented while in this execution of assessment or determination of leader has still applying many factors of emotional relationship, and paying out much money have been approved together for certain official position (bribery).

- **Career Development**

The regulation that contain about Career Development for CIVIL SERVANTS is contained in Paragraph 4 of Article 69 and Article 70, which state:

(1) Career development of Civil Servants carried out on the basis of qualifications, competencies, performance appraisal, and government institution necessity.

(2) Career development of Civil Servants referred to in subsection (1) is carried out taking into integrity and morality evaluation.

(3) The competence referred to subsection (1) includes the following:

- a. technical competence as measured from educational level and specialization, functional, technical training and experience working in technical;
 - b. managerial competencies are measured from education level, structural or management training, and leadership experience; and
 - c. social cultural competence as measured from work experience related to the compound of the community in terms of religion, racial, and culture so as to have an insight of nationalities.
- (4) The integrity as referred to in Article (2) is measured from the honesty, adherence to the legislation provisions, the ability to work together, and devotion to the community, the nation and the State.
- (5) Morality as referred to in Article (2) is measured from the application and practice of the ethical value of religious, cultural, and social development.

Article 70

- (1) Every officers of Civil Servant has the right and opportunity to develop their competence.
- (2) The competence development as referred to in Article (1), among others, through education and training, seminars, courses, and upgrading.
- (3) The development of competence as referred to in paragraph (1) should be evaluated by the competent authority and used as a basis in the appointment of the position and development of career.
- (4) Competency development referred to in Article (1) any mandatory government agencies draw up competence development plans contained in the annual work plan annual budget establishments respectively.
- (5) In competency development referred to in Article (1) of the Civil Servants are given the opportunity to do work practices in other agencies in the Center and the regions within 1 (one) year and its implementation is coordinated by State Administration Institution and State Official Organization.

(6) In addition to the competency development as referred to in Article (1), competency development can be done through exchanges between Civil Servants with private employees in writing within one (1) year and its implementation is coordinated by State Administration Institution and State Official Organization.

The interview results conducted by researchers to the informant at the time were in the field able to note that the large number of competence required in legislation the Civil Servant currently. It can be tangible evidence that Civil Servants have to be really smart and straight forward in addressing all issues which is related to their work in the office as a human of the State and society. To occupy the certain post in government development career of Civil Servants based on qualifications, competencies, performance appraisal, and the needs of government agencies. But all test results of competence that has been made remains the leadership factor that will determine whether Civil Servants, it will be used to occupy a position or not, which then would otherwise be attached into the talent pool. And wait until there are vacancies of the vacant position.

- **Career Model**

The regulation that contain about Career Model for Civil Servant state into Paragraph 5 Article 71 state that:

- (1) To ensure the alignment of potential Civil Servants with the need of organizing tasks of governance and development need to be drawn up an integrated career model for Civil Servants nationwide.
- (2) Any government agencies compile career moder of Civil Servants specifically according to your needs based on the pattern of a national career.

Career model in the management of the Human Resource development of Civil Servant according to Article 71 above was used to ensure the expertise and potential are owned by Civil Servants in completing their duties at this time. By knowing expertise, and the potential that exists within that Civil Servants can measure their ability to be able to follow the rise in position to a higher level, that it was all based on the applicable requirements. The time period of employment, level of education, the line, and the value of the results obtained from a test of

competence is the basis for Civil Servants which will follow the rank promotion to a higher position in the Central Java Provincial Government environment.

- **PROMOTION**

The regulation that contains about career management for Civil Servants is contained in Paragraph 6 of article 72 which states:

(1) Promotion of Civil Servants is conducted on the basis of an objective comparison between the competencies, qualifications, and requirements needed by the Office, the top rating work achievement, leadership, teamwork, creativity, and consideration of the performance assessment of Civil Servants at government agencies, without discriminating gender, tribe, religion, race, and class.

(2) Any Civil Servants who qualify have equal rights to be promoted to a higher position.

(3) the promotion of administration officials and officials of a functional Civil Servants conducted by officials of the builders of the Staffing team after consideration of performance assessment of Civil Servants at government agencies.

(4) Performance assessment of Civil Servants Team referred to in Article (3) was established by the competent authority.

Promotion is one of the human resource management activities in developing the employee who work in it. In the company management according to Manullang (2001:109), companies need to do promotions to heighten employee morale and can also ensure the stability of its employee. If it is associated with the management of employment, then the promotion of Civil Servants is essentially an effort to increase the productivity of work and passion of employees, as well as maintain the cycle existence and constancy employee performance in delivering public services to the community.

As for the goals are done promotions according to Hasibuan in Pratitha and according to Muchtar: 1. To give recognition, rewards and the greater services to employees who work to high achievers; 2. Can lead to satisfaction and pride, the increasingly high social status and income are getting bigger; 3. In order to stimulate more passionate employees work, disciplined high productivity and enlarge it works; 4. To ensure the stability of employee by realized

promotions to employees with basic and at the right time as well as an honest assessment; 5. To fill the vacancy because of their official quits; 6 promotional Opportunity can give rise to chain advantages within the company because the incidence of serial jobs; 7. To add or expand knowledge and work experience of the employees and is a driving force for other employees; 8. Provides an opportunity to employees to develop the creativity and innovation that is better optimized for the benefit of the company; 9. Employees who are promoted to the right position, passion, pleasure, and a lull in work increases so that productivity increases; 10. To facilitate the withdrawal of the applicants because the existence of the promotion opportunity is the driving power as well as an inducement for old- applicants to include their application; and 11. The promotion will improve the status of employees from an employee while the employee remains on probation after pass this training.

Normatively, it is clear that the promotion play an important role in the management of staffing or resource management apparatus, especially the development of public servants in a public sector. Of understanding, urgency and purpose/benefits then it can be analogous to that of good and true promotion relies heavily on strategic planning staffing management is good and correct. The assumption, the more precise the local government — in this case the staffing management agencies — doing strategic planning against the management of the State apparatus, then any activity that is in it — including the promotion — will increasingly lead to the destination expected by the Organization and the public widely. While the performance of Civil Servant in the environmental area of Central Java Provincial Government will become productive and fulfilling for organizations and society generally.

- **MUTATION**

The regulation states about Career Mutation for Civil Servant mentioned into Paragraph 7 Article 73 that stated:

(1) Every Civil Servants can be demoted duties and/or location within 1 (one) Central Agencies, the Central Agencies, one (1) Regional Agencies, Regional Agencies, Intergovernmental Agencies and Regional Agencies, and to the representatives of Indonesia Republic of Countries unity outside this country.

(2) Mutation of Civil Servants in one Central Agency or Regional Agencies as referred to in Article (1) will be conducted by officials of the Personnel Guidance.

- (3) Mutation of Civil Servants between district/city in one province set by the Governor after obtaining the Chief consideration in.
- (4) Mutation of Civil Servants between District/city all of province, and between provinces established by the Minister of the organizing Affairs of the Government in the country after obtaining the Chief consideration in.
- (5) Mutation of Civil Servant of provincial/district/city to Central Agencies or otherwise, established by the head of State Official Institution.
- (6) Mutations of Civil Servants between the Central Agencies assigned by the head of State Official Institution.
- (7) The mutation of Civil Servants is done with regard for the principle prohibition for interest conflicts.
- (8) Financing as the impact it does mutation of Civil Servants referred to in Article (1) is charged to the budget of the State expenditures and revenues to the Central Agencies and the budget of income and expenditure areas for Establishments of the region.

H. Melayu S.P. Hasibuan (2008: 102) stated that a mutation is a change of position/job title/place/job done both horizontally as well as vertically in a single organization. Basically the mutation is included in employee development functions, because the aim to improve the efficiency and effectiveness of work within the company of (Government).

Sriyana (2013) stated that the mutation is a program office to appreciate the accomplishment of work followed by an increase in the obligations, rights, and earnings status of employees. Thus the mutation position is one of the efforts of the leadership to meet the employee's necessity, as well as recognition and timeliness employees over all ability. To achieve the goals that have been set, then the mutation should be run in accordance with the procedure in order to make the plan implementation against the mutation runs as expected.

While the legal basis of mutation implementation, the appointment and dismissal of civil servants is the regulation of the Minister of Internal Affairs of the Indonesia Republic Number 55 in 2015 About Guidelines Mutation Civil Servant at the Ministry of the Interior Environment.

Mentioned in Ministry of the Interior 55 in 2015 on General provisions article 1 paragraph 3 and 4 it was stated that:

- Mutation is a change in the type or status of staffing for Civil Servants in units of the organization.
- The transfer is over the type of assignment/employment is carried out for the benefit of limited duty and in order to increase the Civil Servants capacity or other causes of an agency to other agencies, both within the Ministry of the Interior nor the System Center, as well as system areas.

Siagian et al (2010) stated that mutation implementation has many benefits and employee goals that are very influential to the ability and willingness of working employees that resulted in a profit for the company itself. Mutations of these employees are one of the methods in the management development programs that serve to enhance the effectiveness of overall Manager in work and every position by expanding the experience.

According to Simamora (2000:66) implied that benefits of the mutations implementation are: 1. to fulfill meet the work force necessity at the unit or the labor shortage without recruiting from outside. 2. Fulfilling the desires of the employees in accordance with the work. 3. Provide assurance to employees that they will not be dismissed. 4. Saturation does not occur. 5. Motivation and job satisfaction is higher, because of the the new situation and challenges encountered.

Around the community often understood that the mutation is a form of punishment in the field of employment. The assumption is thus mainly come from employees who feel less capable, or less successful inability in carrying out tasks as well as employees who feel made a mistake. So of course the assumption is not always correct. Regardless of the actual reasons existance, the holding of the mutation is not a punishment. The mutation is a thing that is natural in any organization or agencies, both Government and private.

According to Ramlan (2011) indicated that Mutations contain a positive term, namely (1) Mutations is the effort of placing employees on the job and the position that suits on their skills

and ability; (2) Mutation is increasing fervor and passion of employees work; (3) Mutation is one attempt at creating a healthy competition among the employees.

- **The Factor Impact On Civil Servant Development Management In Central Java Province**
- **Content of Policy as a Supporting Factor on Development Management of Civil Servant**

Variable content policies delivered by Grindle includes: (1) the extent to which the interests of the target group or target groups included in the policy content; (2) type of benefit received by the target group. (3) the extent of the desired change of a policy. (4) Does the location of a program is just suitable. (5) If a policy has mentioned its implementer with detail; and (6) whether a program is supported by adequate resources.

If determining a theory presented by Grindle about supporting and barrier factors from a policy above, the current contents of the variable policy such as Constitutional Laws of Indonesia Republic Number 5 in 2014 about the Civil Servant Apparatus is a factors supporting policy for the program implementation of development management to the country's civil apparatus locus study development and the settings are located in the neighborhood area of Central Java Province Government. Because of all the interests of the target group is already contained in the content policy From started to go into Retirement until the Civil Servant recruitment all have been enshrined in Constitutional Laws of Indonesia Republic Number 5 in 2014 About Civil Apparatus of the State. By knowing all kinds of benefits received by Civil Servants Apparatus of development management system is expected at the time of work of them can be more effective, efficient, and productive in the completion of tasks given to them. The existence of some problems that still occur are expected in its implementation in the field of the current merit system actually implemented in accordance with what is stated in Constitutional Laws the current of Civil Servant. This is because there are still many practices and selling Office and politicking Office in determining term of Office for the Civil Servants at the Regional/District neighborhood in the Central Java Province at this time.

- **Context Of Implementation As An Obstacle Factor Onto Civil Servant Development Management**

Environment variables policy (Context of Implementation) according to Grindle includes: (1) how huge power, interests, and the strategy that is owned by the actors involved into policy implementation; (2) the characteristics of the institution and the ruling regime; (3) level of compliance and responsiveness of the target group.

Restricting factors of policy in the program implementation of development management of the country's civil apparatus locus study development and the structure are located in the neighborhood area of Central Java Province Government is currently the policy environment. Where the magnitude of power, interests, and the strategy that is owned by the actors involved and also the Chairman who served a lot of perverted and abused in determining existing officials in a Government. As recently happened some time ago in one year there will be two District Head leaders who become a suspect in the Hand Capture Operations that is known as (OTT) is conducted by the Corruption Combating Association in Central Java province is Klaten region and Tegal City. Where to buy sell position have been a longstanding tradition and also a lot of politicking going on. That's where the election officials who sit as head of Department, or the head of the field based on the support they provide at the time of officials election at this Region took place. Brains, skills, and competencies become the second priority after the loyalty given in the elections taking place. This proves that the development of human resources is based on the Civil Servant qualifications, competence, and performance in a fair and reasonable that we mentioned in the merit system is not running in accordance with what is expected at this time.

Figure 4

The Regent of Klaten Region Named Sri Hartini captured by Corruption Commission Association Because of Bribery and Selling Cases



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Source: Researcher Document, 2017.

It feels less suitable if we discuss the bureaucracy without alluding to Weber. Although in fact Weber explicitly doesn't define the bureaucracy. Rational bureaucracy by Weber is charged with bureaucratic patrimonial. In the first sense, bureaucracy is keenly separating between the Office and the holder of the Office, the right conditions for appointment and promotion authority, relationships are arranged systematically between positions, as well as the rights and liability which is set according to the propositions requires legitimacy and authority, as well as having the following characteristics: 1. The staff member is personally free, just run tasks impersonal Office. 2. There is a hierarchy of Office clear. 3. Functions of the position are specified explicitly. 4. The officials appointed on the basis of a contract 5. They selected with professional qualifications. 6. Have a salary and a retirement. 7. The post office is employment

anyway. 8. There is a structure of the career and promotion on the basis of merit and excellence system.

What is advanced Weber on bureaucratic administrative institution is rational. Functionally the bureaucracy in a country is necessary and useful to refine the Affairs of Government and public service. The bureaucracy gets a positive connotation. While according to the view of Marx, The bureaucracy had eventually become a caste which claimed to pose, through higher education, the monopoly of the interpretation of the State's interests. If you see the history of this nation back to the above phenomena have also occurred where style bureaucracy on the new order is similar to the Marx above, who monopolize the interpretation over truth, ideology, and the symbols of the State. Adopting the term Karl d. Jackson bureaucratic model of the new order is called the bureaucratic polity that one defining feature is that the political atmosphere to determine themselves and autonomous vice versa the domestic environment. Political manifest as rivalry is between the circle of bureaucrats-high level of high-ranking bureaucrats and military officers. This bureaucracy is a policy according to Crouch is characterized by three things: 1. The dominant political institution is bureaucratic. 2. The Parliament, political parties, interest groups are in a State of weak without being able to control the bureaucracy. 3. Mass outside the bureaucracy is politically passive.

What is expressed by Jackson and Crouch over, not apart from Suharto's strategy in maintaining power for 32 years with the power dominating of non-country are in control of himself through the legitimacy ACT of castration, the Constitutional Laws 45, Been issued, as well as isolate and plunging the supporting Group. So monopoly power was in his hands. Suharto's power and bureaucracy over the past 32 years without result is controlled, with tasks. While patrimonial, bureaucratic positions and the behavior of the entire hierarchy largely depend on personal relationships--familial or patron-client. The most rational bureaucracy first Corruption, Collusion and Nepotism mega cases and mental apparatus that is dilapidated.

According to Webber (1948), that the bureaucracy is a hierarchy of authority and legitimacy roles of the formal organization powers of the Member organization is based on the Office expertise holders individually, intra personal relationships help drive among members Organization in order to complete the organization tasks. It can be concluded that the legality of using the legitimacy of the power role is absolutely essential as the holder of the key to the

passage of bureaucratic system. When the head of the head take a control power does not use the concept of managerial objective based on individual abilities and tend to control the bureaucracy with political frame, then the bureaucratic system will not run on the shaft properly.

In the end, there will be a pathology bureaucracy as stated by webber, who emphasized on the existence of excessive domination in running the bureaucratic system (abuse of authority). That is, when the head of the region in managing the bureaucracy's approach uses the powers that blindly in regulating bureaucracy, regulating devices, title, function and authority based on a calculation in its reign continues rather than perpetuate a pattern of work is oriented towards the optimal service function, then the bureaucracy will the road available, because its energy is spent to think about conflicts that will interest in bureaucratic structure.

Figure 5
The Mayor of Tegal City named Siti Masitha Soeparno captured by Corruption
Commission Association Because of Bribery and Selling Cases



Source: Researcher Document, 2017.

Work or whether there are areas of bureaucratic system in the hands of elected regional heads. In this case, how the head of the elected area required to be objective and put off calculation supports in bureaucracy structure towards Regional Election. Desire to set aside that group does not support and substantiate the losing group should be thrown away. Resistance due to victory and defeat in a bureaucratic structure will cause disharmony of the bureaucrats, and this course will result the lack Ministers performance of this society.

The question that then come the negative implications of Regional Autonomy implementation is how to break the chain of bureaucratic entanglement and the apparatus into the realm of politics. As investigators described above, that the question of the pull of politics into the bureaucratic structure is a classic problem, and the problem only lies in the domain of political shifts from the Center to the regions, then the approach as a way to disconnect the eyes chain is using the political system approach. For researchers, the autonomous region is not too identical to the change in the political system.

Democratization in the present national liberal occurs may not necessarily be delivering the absolute necessity and the requirement for the regional autonomy implementation, because the focus of the autonomous region is accelerating the attainment of community welfare, equity, efficiency and effectiveness of local governance organization.

Although the implementation of the Regional autonomy should pay attention to the democracy principles, it turns out that there is no positive correlation between the regional Head Election Directly with the quality of public services in a regions, it was the tendency of the presence of Pathology resulted in political bureaucracy that researchers describe above. This is the question of the technical implementation of democracy principle, that is, how could being

autonomous region is create technical exercise of democracy, but on the other hand closed the space for the bureaucracy to take a role on politics area.

- **CONCLUSION AND SUGGESTION**

The research of Civil Servant Apparatus development Management (Study the development and Structuring of the Civil Servant Apparatus under the Constitutional Laws of the civil Government in the establishment of the Central Java province) has been done by researchers some time ago. It can be concluded that:

The results obtained by researchers at the time were in the field indicates that the career development program of civil servants on the basis of Constitutional Laws No. 5 in 2014 about Civil Servant Apparatus is not yet optimal. Although career term, promotion, tenure and mutations have been implemented in the environment area of Central Java Government province, but it proved not quite effective because the magnitude of the power and the interests of the leadership that is being served or ruled today. So many cause irregularities and abuses that occurred, including the sale and purchase of Office and politicization that much happening in some parts of Central Java Province Government.

Factors that supported the Development Management of Civil Servant Apparatus (Study the development and Structuring of Civil Servant Apparatus under the Constitutional Laws State in Civil Government apparatus, Central Java) is the ACT of Indonesia Republic Number 5 in 2014 about Civil Servant Apparatus have mentioned that the related subject of management merit system which used is mentioned in Chapter VIII of Part One General Article 51. For the rules governing the management of Civil Servants starting from recruitment to retirement stated in Article 55, while the careers development term of Civil Servants contained in paragraphs four (4) Article 69, 70, paragraph 5 about Career Patterns Article 71, paragraph 6 about promotion , Article 72 paragraph 7 about mutation Article 73, and 74.

Restricting factors of policy in the management program implementation development of the country's civil apparatus locus study development and the settings are located in the neighborhood area of Central Java Province Government is currently the environment policy. Where the magnitude of power, interests, and the strategy that is owned by the actors involved and also the Chairman who served a lot of perverted and abused in determining existing officials

in a Government. Proven by the practice of -selling Office and Office of politicking that has become a tradition that's been running for long enough in how areas of Central Java province.

The restructure effort that needs to be done over a range results conditions of Civil Servant Apparatus Development Management (Study the development and Structuring of the Civil Servant Apparatus under the Constitutional Laws of the civil Government State at Central Java province establishment) between the other: Decide the chain attachment to bureaucracy in the political area by restoring the regional head election by Parliament; The second limitation of the powers of the head of the regional authority in the order of appointment, transfer and dismissal, then to avoid abuse of this authority from the tug interests politically, this authority should be trimmed; Authorizations in order of appointment, transfer and dismissal must be submitted to the authority of the Minister of the Interior. In this respect the authority of the Minister of the Interior not only as an instrument of guidance and management oversight of regional civil servants, but also authorized the appointment, transfer and dismissal; Strengthening bureaucratic system that could withstand the political intervention. This approach can be formulated into the system to work, the system of hierarchy and authority separation between political office (prefect) and the Office of career through the rules, laws and regulations; The legislation of Indonesia Republic number 5 in 2014 about the Civil Servant Apparatus needs to be revamped, deciding which career officials instead of politics (Governors and Mayors) but District Secretary Province, Regional/City that are being served by that time; Civil Servant Apparatus Commission to be given the authority to oversee the operations of the Government especially in the process pattern development of Civil Servants career, Career Patterns, promotions, and mutations in the current administration. Where with the above approach is expected to resolve all the existing problems. So the problems associated with selling the post office and politicization of the bureaucracy can be removed in the area of environmental governance of the Central Java province at this time.

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