

Implementation of ASN Counseling Services: An Edwards III Model Analysis at BKPSDMD Makassar City

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Abstract

State Civil Apparatus (ASN) counseling services represent a form of preventive and curative personnel development. In Makassar City, these services are administered by the Performance and Rewards Division of the Regional Civil Service and Human Resources Development Agency (BKPSDMD) under Standard Operating Procedure (SOP) Number 90. This article aims to describe the administrative implementation of ASN counseling services and examine their alignment with SOP Number 90 using the Edwards III policy implementation model, which encompasses communication, resources, disposition, and bureaucratic structure. A descriptive qualitative approach was employed through participant observation during a 36-working-day internship and documentary analysis of SOP Number 90, counselors' accountability reports, and counseling participant records from January to June 2026. The findings indicate that the technical implementation of counseling services generally follows the six stages established in the SOP and is supported by strong employee commitment. However, several areas require further strengthening, including manual recording and archiving practices, the receptionist's role in initial communication, workload distribution within a division responsible for multiple functions, and the legal basis of the SOP, which was established in 2018 and references regulations that have subsequently changed. The main improvement priorities concern administrative resources, system digitalization, and the updating of the SOP's legal basis rather than compliance with its procedural flow. The article recommends developing an integrated digital recording and archiving system, strengthening the receptionist's role as the initial point of contact, and revising the SOP's legal basis to align with current civil service regulations.

I. INTRODUCTION

administration and are expected to demonstrate professionalism, integrity, and optimal performance in delivering public services. In addition to technical competencies, ASN require organizational support that enables them to perform their duties effectively, particularly in managing work-related pressures and workplace dynamics. In this context, the Makassar City Government, through the Regional Civil Service and Human Resources Development Agency (BKPSDMD), particularly the Performance and Rewards Division, provides counseling services for ASN as a form of preventive and curative personnel development. The implementation of these services is guided by Standard Operating Procedure (SOP) Number 90 on Employee Counseling Procedures.



Public policy implementation concerns the process through which a formulated policy, program, or technical procedure is translated into practice to achieve its intended objectives. Successful implementation depends not only on the formulation of a policy but also on the readiness of implementing actors and the organizational context in which the policy is carried out (Subarsono, 2011; Wahab, 2016). From this perspective, SOP Number 90 provides a formal framework for ensuring that ASN counseling services are conducted systematically, properly documented, and administratively accountable. The implementation of such procedures therefore requires not only compliance with the prescribed workflow but also adequate communication, resources, implementer commitment, and organizational arrangements (Herzu, 2023; Sulastri, 2022).

The Edwards III policy implementation model provides a relevant analytical framework for examining these aspects through four variables: communication, resources, disposition, and bureaucratic structure (Simuru et al., 2025; Wahyuningsih & Ambarwati, 2026). Communication concerns the clarity and consistency with which policy requirements are conveyed to implementers and service recipients. Resources relate to the personnel, facilities, and administrative support required for implementation. Disposition refers to the commitment and attitudes of policy implementers, while bureaucratic structure concerns the organizational arrangements and procedures that guide implementation. These dimensions provide a basis for examining whether the formal provisions of SOP Number 90 are adequately supported in practice.

Observations conducted during the author's 36-working-day internship in the Performance and Rewards Division of BKPSDMD Makassar City from June to July 2026 identified several administrative aspects that could be further strengthened. The recording of counseling participants, preparation of biographical data, verification of counselors' accountability reports, and archiving of participant records for January–June 2026 were still largely conducted manually and had not been fully integrated into a personnel information system. The field observations also indicated that the receptionist's role in the initial communication process had not been fully utilized, while employees responsible for counseling administration also handled other functions, including Additional Employee Income (TPP), code-of-ethics matters, rewards, archiving, and attendance verification.

An important empirical finding of this study concerns the legal basis of SOP Number 90. The SOP was established on October 12, 2018 and has not been revised, while several regulations referenced in its legal basis have subsequently been replaced or updated. The study therefore identifies an administrative alignment issue between the substantive implementation of the counseling procedure, which continues to operate in practice, and the legal basis supporting the SOP, which requires updating. This condition provides an important basis for examining the implementation of ASN counseling services not only in terms of procedural compliance but also in terms of the communication, resources, disposition, and bureaucratic structure supporting the implementation process.

Based on this context, this article aims to: (1) describe the administrative implementation of ASN counseling services in the Performance and Rewards Division of BKPSDMD Makassar City based on direct observations during the internship; (2) analyze the alignment between the implementation of ASN counseling services and SOP Number 90 using the communication, resources, disposition, and bureaucratic structure variables of the Edwards III policy implementation model; and (3) formulate recommendations for strengthening the administrative implementation of ASN counseling services.

II. LITERATURE REVIEW

2.1. Public Policy Implementation

Public policy implementation is an important stage in the policy process because it concerns how formally formulated policies are translated into administrative actions and practices in the field. Policy implementation studies are therefore necessary to understand the process through which policies are carried out and the factors that may influence the achievement of policy objectives (Kurhayadi & Kushendar, 2023). The existence of a formal policy or procedure does not automatically ensure that it will be implemented as intended. Implementation is also influenced by implementing actors, organizational conditions, and the environment in which a policy is carried out.

Implementation can also be understood as a process involving decisions and actions taken after a policy has been formulated. This perspective emphasizes that implementation involves various actors and administrative conditions rather than merely following formal policy provisions (Vaquero, 2007). Similarly, policy implementation requires an understanding of the challenges and strategies involved in translating policy into practice, including the roles of actors and stakeholders in the implementation process (Pasupuleti, 2024). The development of implementation theory also highlights the relationship between policy and administration within complex implementation processes (Zhang Qin-pei, 2003).

In the context of this study, ASN counseling services represent an administrative service whose implementation is guided by SOP Number 90. Accordingly, implementation should not be understood solely as compliance with formal procedural stages but also as a process involving communication, resources, implementer commitment, and organizational structure. The policy implementation perspective therefore provides a basis for examining the alignment between formal procedures and the actual administrative practices of ASN counseling services at BKPSDMD Makassar City.

2.2. Edwards III Policy Implementation Model

The Edwards III policy implementation model provides an analytical framework consisting of four main variables: communication, resources, disposition, and bureaucratic structure. These variables can be used to identify conditions that support or constrain policy implementation. Previous studies have applied the Edwards III model to various public-sector policies and programs. For example, the model has been used to analyze forest and land fire management policies through the dimensions of communication, resources, disposition, and bureaucratic structure (Kurhayadi & Kushendar, 2023). Other studies have applied the same four dimensions to examine public order policies (Fortuna & Arif, 2023), social rehabilitation programs for persons with disabilities (Jariyah et al., 2025), and waste management policies (Rohdianto et al., 2024).

Communication concerns how policy information is transmitted, understood, and consistently conveyed among the parties involved in implementation. In ASN counseling services, this dimension is relevant to the delivery of counseling schedules, confirmation between counselors and administrators, communication with counseling participants, and initial communication between service providers and ASN. Resources concern the availability of human resources, facilities, administrative equipment, and supporting systems required to implement the procedure. Disposition refers to the attitudes, commitment, and willingness of implementers to

carry out established procedures. Meanwhile, bureaucratic structure concerns the distribution of responsibilities, authority, procedures, and organizational relationships involved in implementation. These four variables are relevant to ASN counseling services because implementation depends not only on the existence of SOP Number 90 but also on the capacity of personnel, communication processes, implementer commitment, and the administrative structure supporting the service. Accordingly, the Edwards III model provides the analytical framework for examining how SOP Number 90 is translated into the actual implementation of ASN counseling services.

2.3. ASN Counseling Services as Personnel Development

Counseling services within organizations can be positioned as part of human resource and personnel development. A literature review on counseling and career development for civil servants indicates a relationship between counseling services and employee development within government organizations (Sijabat, 2022). In organizational settings, counseling can assist employees in addressing work-related problems while also supporting their individual development. Counseling services have also been discussed as an organizational support mechanism for employees and as part of personnel-related services within organizations (Orlans, 1986). Counseling may serve both preventive and curative functions. A preventive approach focuses on helping employees address or manage potential problems before they become more serious, whereas a curative approach focuses on addressing problems that have already emerged. In public organizations, such services can therefore contribute to personnel management and development by providing support for employees in carrying out their responsibilities. The literature on employee counseling and human resource development likewise positions counseling as a form of organizational support that can contribute to employee development and sustainable public service (Employee Counseling in Human Resource Development, 2025). Based on this perspective, ASN counseling services at BKPSDMD Makassar City can be understood as a form of personnel development service with preventive and curative functions. Their implementation requires clear administrative procedures to ensure that services are conducted systematically and properly documented. In this study, SOP Number 90 serves as the formal instrument governing the counseling service process, while the Edwards III model is used to analyze the communication, resources, disposition, and bureaucratic structure supporting its implementation. Thus, the literature provides a conceptual basis for understanding ASN counseling services and examining their implementation within the personnel administration context of BKPSDMD Makassar City.

III. RESEARCH METHODS

This study employed a descriptive qualitative approach to describe and analyze the implementation of ASN counseling services as they occurred in the field without intervention in the research setting. The study used both primary and secondary data. Primary data were obtained through participant observation conducted by the author during a 36-working-day internship in the Performance and Rewards Division of BKPSDMD Makassar City, particularly in the Subdivision of Protection, Termination, and Discipline of State Civil Apparatus, which oversees employee counseling services. Secondary data were obtained through a documentary study of SOP Number 90 on Employee Counseling Procedures (BKPSDMD Makassar City, 2018), the institutional profile

and general overview of BKPSDMD Makassar City (BKPSDMD Makassar City, 2026), counselors' accountability reports, biographical records and attendance lists of counseling participants for the January-June 2026 period, and relevant regulations concerning personnel management, including Law Number 20 of 2023 on the State Civil Apparatus and Government Regulation Number 94 of 2021 on the Discipline of Civil Servants.

The study was conducted in the Performance and Rewards Division of BKPSDMD Makassar City, with a specific focus on administrative activities within the Subdivision of Protection, Termination, and Discipline of ASN. The data collection instruments consisted of a field observation guide and a document review guide, both developed based on the six procedural stages specified in SOP Number 90. Data were analyzed using a descriptive qualitative approach by cross-checking the normative provisions of SOP Number 90 against the actual practices observed and directly experienced by the author during the internship. The results of this comparison were then interpreted using the four variables of the Edwards III policy implementation model, namely communication, resources, disposition, and bureaucratic structure (Edwards III, 1980). This analytical process was used to identify factors supporting the implementation of ASN counseling services as well as administrative aspects that could be further

IV. RESULT AND DISCUSSION

4.1. Counseling Procedure Flow Based on SOP Number 90

Document analysis showed that the Subdivision of Protection, Termination, and Discipline of State Civil Apparatus has a written SOP, namely SOP Number 90 on Employee Counseling Procedures (BKPSDMD Makassar City, 2018). The SOP was established on October 12, 2018 and became effective on December 12, 2018 following approval by the head of the agency at that time. The Performance and Rewards Division is responsible for ASN performance development, employee rewards, code-of-ethics matters, Additional Employee Income (TPP), and ASN counseling services, as described in the institutional profile of BKPSDMD Makassar City (2026). The SOP specifies six stages of the counseling process, as presented in Table 1.

Table 1. Employee Counseling Procedure Flow Based on SOP Number 90 of BKPSDMD Makassar City

No.	Activity	Main Implementer	Time	Output
1	Receive reports/complaints for review and prepare a counseling schedule	Counseling Administrator	30 minutes	Counseling schedule
2	Receive the counseling schedule and confirm it with the administrator	Counselor	5 minutes	Disposition
3	Contact the party who will receive counseling	Counseling Administrator	30 minutes	Invitation letter; receipt
4	Receive the counseling invitation and attend according to the schedule	Counseling Subject	120 minutes	Biographical data; attendance list
5	Conduct counseling and prepare a counseling results report	Counselor	120 minutes	Examination results
6	Receive the counseling results report for further processing	Counseling Administrator	10 minutes	Examination results

Based on the standard time specified in the SOP, one counseling cycle requires approximately 315 minutes, or 5 hours and 15 minutes. Field observations showed that the activities most frequently undertaken were the third and fourth stages, namely contacting the party who would receive counseling and preparing the participant's biographical data and attendance list. Other activities, including compiling participant names, recording schedules in counselors' attendance records, and verifying counselors' accountability reports, also formed part of the administrative workload. Although these activities are required for the recording and documentation process, they are not presented as separate stages in the six-step procedural flow. This finding indicates that the actual administrative workload associated with ASN counseling services is more extensive than the formal SOP flow suggests. The administrative workload is particularly relevant because the same employees are also responsible for TPP administration, code-of-ethics matters, archiving, and ASN attendance verification throughout Makassar City. Participant names were recorded repeatedly at different stages without a single integrated database, while the archiving of participant biographical records for January–June 2026 was completed only in mid-July 2026. These observations indicate that the existing archiving process remains periodic and provides an opportunity for a more continuous and integrated administrative system.

4.2. Implementation Analysis Based on the Edwards III Model

4.2.1. Communication

The communication dimension concerns the extent to which the provisions of SOP Number 90 are clearly and consistently communicated to implementing employees and ASN receiving counseling. Field observations indicate that the communication processes associated with the second and third stages have generally been implemented. These stages involve the delivery and confirmation of counseling schedules between counselors and the counseling administrator, followed by the issuance of an invitation letter to the counseling subject.

The observed administrative activities, including requesting letter numbers and accompanying counseling participants, indicate that the formal communication process is operational. However, the Secretariat/Receptionist function identified in the SOP implementation matrix has not yet been fully utilized in the actual workflow. Initial reception and the delivery of scheduling information to ASN from other regional government agencies are still handled largely through informal communication by the counseling administrator. From the perspective of the Edwards III model, this condition indicates that the formal communication channel exists but could be strengthened at the initial contact stage. Strengthening the receptionist's role as the first point of contact could make the communication flow more systematic and reduce the reliance on informal communication by the counseling administrator.

4.2.2. Resources

The resources dimension concerns the availability of personnel, facilities, equipment, and administrative support required for policy implementation. SOP Number 90 specifies relatively basic qualifications for implementers, including computer literacy and knowledge of relevant regulations. The SOP also identifies office supplies, computers, and printers as supporting

facilities, without specifically requiring counseling or psychological qualifications for administrative personnel.

Field observations indicate that counseling services are implemented by employees who perform multiple functions because the division is also responsible for TPP, code-of-ethics matters, and ASN rewards. Consequently, some recording and archiving activities were assisted by interns. This situation suggests that the implementation of counseling services is supported by available personnel but also operates within a broader workload structure. The administrative recording process also relies substantially on Excel spreadsheets and physical documents. Although these tools support the ongoing implementation of the service, the absence of a fully integrated information system creates an opportunity for further administrative development.

This finding is consistent with the argument that Human Resource Information Systems (HRIS) can support efficiency, transparency, and accuracy in personnel administration (Chairuddin et al., 2025; Suarlin, 2026). Similarly, digital governance can strengthen transparency, efficiency, and public service accountability when supported by appropriate institutional governance and regulatory arrangements (Suarlin, 2025). Therefore, digitalizing ASN counseling administration should not be limited to replacing manual recording tools. It should also be accompanied by clear governance arrangements concerning data management, responsibilities, and administrative procedures.

4.2.3. Disposition

The disposition dimension concerns the attitudes and commitment of policy implementers toward carrying out established procedures. SOP Number 90 explicitly emphasizes the importance of orderly implementation of employee counseling procedures, indicating the institution's normative recognition of implementer compliance. During the internship, the author observed a consistent commitment among employees in the Performance and Rewards Division to carrying out counseling-related administrative tasks. This was reflected in the continued recording of participant data despite the use of manual procedures and in the careful verification of schedule consistency in counselors' accountability reports.

From the Edwards III perspective, these observations indicate that implementer disposition provides an important supporting condition for the continuity of the service. The observed commitment appears to help maintain the counseling administration process despite limitations in personnel and the absence of a fully digital administrative system. This finding is also consistent with the broader perspective that human resource management in public-sector organizations should extend beyond administrative personnel management to include the continuous development of employees' potential (Suarlin, 2025). Thus, implementer commitment can be understood as an organizational resource that supports the continuity of administrative services.

4.2.4. Bureaucratic Structure

The bureaucratic structure dimension concerns organizational arrangements, division of responsibilities, procedures, and relationships among administrative units. SOP Number 90 is formally connected to several other procedures, including the SOP for DPA Implementation, Incoming Mail SOP, Outgoing Mail SOP, and SOP for Personnel Case Resolution as a follow-up to counseling results. Field observations, such as requesting letter numbers and stamping letters, are

consistent with these interconnected administrative procedures. The implementation matrix in SOP Number 90 includes roles for the Head of Subdivision, Head of Division, Secretary, and Head of Agency. In the technical stages observed in daily practice, however, these positions were not assigned specific activities. The counseling process was therefore primarily carried out at the operational level by the counseling administrator and counselors. This finding suggests an opportunity to clarify or consider proportionate involvement by structural leadership at selected stages of the process.

The organizational structure also combines counseling services with TPP administration, rewards management, and code-of-ethics matters within the same division. This arrangement is relevant to the distribution of administrative workloads, particularly during periods when several functions must be handled simultaneously. Another important issue concerns the legal basis of SOP Number 90. The SOP refers to Law Number 5 of 2014, Government Regulation Number 53 of 2010, and Makassar Mayor Regulation Number 11 of 2016. According to the documents reviewed in this study, these references require alignment with newer personnel regulations, while the "Revision Date" field in the SOP remains blank since its establishment in 2018. This situation indicates an opportunity for the bureaucratic structure supporting ASN counseling services to become more responsive to regulatory changes.

The relevant newer regulations identified in the reviewed documents include Law Number 20 of 2023 on the State Civil Apparatus, Government Regulation Number 94 of 2021 on the Discipline of Civil Servants, and Makassar Mayor Regulation Number 78 of 2023 concerning the Position, Organizational Structure, Duties and Functions, and Work Procedures of BKPSDMD Makassar City. Although the formal legal references require updating, the technical counseling process observed during the internship continued to operate through the established procedural workflow. The finding concerning employee commitment is also relevant to previous research showing that organizational commitment can mediate the relationship between organizational culture and job satisfaction and employee performance in organizational settings (Suarlin et al., 2026). In the present study, however, commitment was identified through direct observation rather than through quantitative measurement. Therefore, the finding is interpreted as an observed supporting condition rather than a measured causal factor. Overall, the findings indicate that ASN counseling services in the Performance and Rewards Division of BKPSDMD Makassar City generally follow the technical workflow established in SOP Number 90. The implementation is supported by employee commitment, while the main areas for further strengthening concern administrative resources, digital recording and archiving, communication at the initial contact stage, workload distribution, and the updating of the SOP's legal basis.

V. CONCLUSION

Based on the findings and discussion, the implementation of ASN counseling services in the Performance and Rewards Division of BKPSDMD Makassar City generally follows the procedures established in SOP Number 90 on Employee Counseling Procedures. The implementation consists of six main stages, beginning with the receipt and review of reports or complaints and the preparation of the counseling schedule, followed by confirmation of the schedule, contacting the counseling subject, attendance at the counseling session, implementation of counseling and preparation of the counseling report, and submission of the counseling results for further processing.



The analysis using the Edwards III policy implementation model indicates that the implementation is supported by four main aspects. Communication is reflected in the coordination between the counseling administrator, counselor, and counseling subject, although the role of the receptionist as the initial point of contact can be strengthened. Resources remain an important area for improvement because counseling administration is still supported by manual recording, Excel-based data management, and physical document archiving, while staff also perform several other personnel-related functions. Disposition is reflected in the commitment of personnel to carry out the counseling procedures and maintain the required administrative records. Bureaucratic structure is supported by formal procedural arrangements and linkages with other administrative procedures, although the SOP requires updating to reflect the current regulatory framework.

Based on these findings, several administrative improvements can be considered. First, the counseling recording and archiving system should be gradually digitized to improve the organization and accessibility of counseling records. Second, the receptionist's role can be strengthened as the initial communication channel for ASN seeking counseling services. Third, workload distribution within the Performance and Rewards Division should be reviewed in accordance with the range of personnel functions handled by the division. Finally, SOP Number 90 should be reviewed and updated, particularly its legal basis, so that the procedure remains aligned with the current regulatory framework governing ASN management and discipline.

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