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EFFECTIVENESS OF MUTATIONS OF CIVIL SERVANTS IN THE POSITION OF IMPLEMENTING THE GOVERNMENT OF BENGKULU PROVINCE BY THE REGIONAL PERSONNEL AGENCY OF BENGKULU PROVINCE

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ABSTRACT

The State Civil Apparatus, later abbreviated to ASN, is an important part of the government which is responsible for driving administrative services and state development. ASN consists of 2 (two), namely: Civil Servants and Government employees with a Work Agreement (P3K) who work in government agencies as described in Government Regulation Number 11 of 2017 concerning Management of Civil Servants. Not only as elements of the state apparatus, civil servants are also state servants and public servants who live in society and work for the benefit of society. In order to realize proportional civil servants, it is necessary to provide guidance and development for each civil servant. One form of development for civil servants is the implementation of mutations as a form of organizational dynamics which is one way to achieve organizational goals. Basically, mutation is an employee development function, because the main goal is to improve performance in the organization concerned. So the implementation of mutations needs to be carried out in an effective manner, seen from the accuracy of the policy, accuracy of implementation, accuracy of targets, and accuracy of the implementation process.

INTRODUCTION

The State Civil Apparatus (ASN) is an important part of government which is the executor of administrative services and state development. Based on Government Regulation of the Republic of Indonesia Number 17 of 2020 concerning Amendments to Government Regulation Number 11 of 2017 concerning Management of Civil Servants, State Civil Apparatus (ASN) is a profession for Civil Servants (PNS) and Government employees with a Work Agreement (P3K) who work in government agencies. In carrying out their duties, a civil servant occupies a position and has their respective duties and functions. In Government Regulation Number 11 of 2017 concerning Civil Servant Management, it is stated that the types of positions for civil servants are divided into 3 (three), namely:

1) Administrative Position (JA)

2) Functional Position (JF)

3) High Leadership Position (JPT)

The administrative position referred to in number 1 is a position that contains functions and duties related to public services as well as government administration and development. This position is the most basic type of position in civil servant positions, where this position in Government Regulation Number 11 of 2017 concerning Civil Service Management states that the position levels are from highest to lowest, consisting of:

¬ Administrator position, responsible for leading the implementation of all public service activities as well as government administration and development;

¬ Supervisory position, responsible for controlling the implementation of activities carried out by implementing officials;

¬ Executive Position, responsible for carrying out public service activities as well as government administration and development.

Focusing on executive positions, executive positions carry out administrative, service or development matters in offices and agencies before being evaluated by a higher level. So it means that the executive position is a basic position for Civil Servants (PNS). So that the executive position is expected to have the ability and expertise to carry out its duties and functions, then the executive position needs to be coached and developed so that the goals and activities of the organization can be carried out as optimally as possible. To produce civil servants who are competent and have good abilities, it is necessary to provide guidance and development for Civil Servants (PNS).

One form of development carried out for civil servants is carrying out civil servant mutations. According to Alex S Nitisemito in Calvin R (2018) The definition of mutation is the action of company management to move an employee from one job to another job at the same grade or level. Apart from that, according to Hasibuan in Zaki (2022: 41), mutation is a change in position, position, location or job (promotion or demotion) that occurs both horizontally and vertically in an organization. According to Kadarman in Calvin R (2018) Mutation is an activity where employees at an organizational level are transferred horizontally from one position to another without any increase in salary, responsibility or authority.

It can be concluded that mutation is the process of transferring the duties of an employee or can be a group of employees from an old department/agency/work unit to a new work environment, which is deemed to be in accordance with the criteria and needs of the new work environment. Meanwhile, the Regulation of the State Civil Service Agency of the Republic of Indonesia Number 5 of 2019 concerning Procedures for Implementing Mutations states that government agencies must prepare a transfer plan for civil servants in their environment, taking into account the following aspects:

a. Competence;
b. Career patterns;
c. Employee mapping;
d. Succession planning group (Talent Pool);
e. Career Transfer and Development;
f. Assessment of work performance/performance and work behavior;
g. Organizational needs;
h. The nature of technical or policy work depends on the job classification.

Implementation of transfers must really be carried out with an objective assessment of what employees have achieved, bearing in mind that the transfer implementation system aims to provide opportunities for civil servants to develop their potential.

According to Hasibuan (2003: 102-103) explains that there are 3 (three) systems that are the basis for implementing employee transfers, namely:

1. Merit System

A merit system is an employee transfer that is based on a scientific, objective basis and the results of their work performance. This merit system or carrier system is a good basis for mutation because:

a) Work output and productivity increases;
b) Work morale increases;
c) The number of mistakes made decreases;
d) Employee attendance and discipline are getting better.

2. Seniority system

The seniority system is a mutation that is based on the length of service, age and work experience of the employee concerned. A mutation system like this is not an object because the skills of people transferred based on seniority do not necessarily mean they are capable of assuming a new position.

3. Spoiler system

The spoiler system is a mutation based on kinship. This kind of mutation system is not good because it is based on considerations of likes and dislikes.

It can be concluded that; Firstly, the Merit system is the best system to consider carrying out transfers, because it emphasizes the principles of equality and equality (no matter who it is). So that anyone can compete, have the same opportunity to improve their career and develop their knowledge. Second, the Seniority system is considered not good enough to use, this is because this system is based on the principle of age or length of service, so it is unfair if new employees who have better abilities and skills must always be held in lower positions. Third, the Spoil System is a system that is considered the worst to implement, because this system adheres to the principle of kinship based on likes or dislikes so that there is no assessment benchmark that is considered appropriate (the decision is absolutely in the hands of the leadership).

The realization in the field that there are many problems related to the implementation of this mutation, the mutation process must be clear and guided by statutory regulations. So it is necessary to see how effective the mutation implementation will be.

MATERIALS AND METHODS

This research uses descriptive research methods with a qualitative approach. The descriptive method is a way to describe something according to facts found in the field which is the object of research. According to Nazir (2005:54), the descriptive method is a method for examining the status of a group of people, an object, a set of conditions, a system of thought, or a class of events in the present. In this research, to obtain an overview of the effectiveness of transferring civil servants to implementing positions in Bengkulu province by the BKD of Bengkulu Province, a qualitative approach was used.

According to Creswell (2003:37), a qualitative approach is an approach to building knowledge statements based on a constructive perspective (for example, meaning that originates from individual experience, social

values, with the aim of building theory) or based on a participatory perspective (for example orientation towards issues, collaboration or change) or both. Meanwhile, according to Moleong (2009:58) qualitative research is research that produce analysis procedures that do not use statistical analysis procedures or other methods of confirmation. So it can be concluded that research using a descriptive method with a qualitative approach is research that attempts to explain phenomena that occur using narrative by collecting data or facts in the field by interpreting them based on conversations, phenomena and interviews with sources directly involved and the data is still up to date and reliable. Therefore, in this research the author uses a descriptive method or type of research with a qualitative approach.

Data collection technique

The data collection techniques used in this research are as follows:

Observation

According to Nazir (1999:212), observation is the collection of data that is directly observed or direct observation is the collection of data using the eyes without the help of other standard tools for this purpose. Meanwhile, according to Sugiyono (2011:403), he stated that observation or what is also called observation, includes the activity of loading attention on an object using all the sense organs. The type of observation that the author uses is participant observation, namely the author carries out an activity that influences the object under study. This is very possible in its implementation considering that the author is part of it from employees in the Transfer and Promotion Division of the Bengkulu Province Regional Civil Service Agency.

Interview

According to Nasir (2003:43), he believes that an interview is the process of obtaining information for research purposes by means of face-to-face questions and answers between the questioner or interviewer and the informant using a tool called an interview guide. According to Sugiyono (2016: 194) states that interviews are used as a data collection technique if the researcher wants to conduct a preliminary study to find problems that must be researched, and also if the researcher wants to know things from the respondents in more depth. The interview technique that the author will apply is an unstructured interview, because this interview technique will enable researchers to explore wider information and obtain more data from sources. The interviews will be addressed to several informants who have been determined.

Documentation

According to Sugiyono (2015:329), documentation is a method used to obtain data and information in the form of archives, books, documents, writing, numbers and images in the form of reports and information that can support research. Meanwhile, according to Mardawani (2020:52), documentation is a method of collecting data by examining and analyzing documents created by the subjects themselves or other people for research. It can be concluded that the documentation in question is a way to obtain information and data by finding several archives of documents, letters, books and pictures that provide information and help to answer the reasons why problems occur.

Data Analysis Techniques

According to Sugiyono (2020:132) data analysis is the process of systematically searching and compiling data obtained from data mining, then organizing it into several

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categories, breaking it down into units, synthesizing it, arranging it into patterns, choosing which ones are important to study, and making conclusions so that they are understood by yourself and others. Meanwhile, according to Bidjaksana Arief (2024:334) who explains that the meaning of qualitative data analysis is a qualitative analysis process that is based on the existence of semantic relationships between the variables being studied. According to Miles and Huberman in Bidjaksana Arief (2024:335), there are 3 qualitative data analysis techniques, namely data reduction, data display, and drawing conclusions. Then this process continues continuously throughout the research, even before the data is actually collected.

RESULTS AND DISCUSSION

In this research regarding the effectiveness of provincial entry transfers for executive positions by the Regional Civil Service Agency (BKD) of Bengkulu Province, the author determined several theories that can explain the concepts in this research, namely:
1) Effectiveness

In the Big Indonesian Dictionary what is meant by "effective" is being able to produce results, having influence, bringing results, being able to achieve results and being able to generate profits. Effectiveness is usually used to measure the level of success of an activity, even starting from the process of implementing the activity, the level of effectiveness can be seen. According to Pasolong, Harbani (2007:4) states that: "Effectiveness is the ability to achieve previously planned goals through the activity process. The word effectiveness comes from the word "effect" and is used to show a cause-effect relationship.

According to Hasibuan's opinion (2010: 105), the definition of work effectiveness is: "Work effectiveness is the work result that can be achieved by a person in carrying out the tasks assigned to him, based on skills, experience and seriousness as well as time." Meanwhile, according to H. Emerson (in Joyce Rares, 2022: 110) states that: "Effectiveness is a measurement in the sense of achieving predetermined goals."

Some of these concepts explain that effectiveness is a measure of a process in an activity that is interconnected between cause and effect so that it will achieve results, the expected result is of course an advantage in the activity process. Effectiveness can also see the level of success of a program or activity that has been implemented.

According to Riant Nugroho (2012: 107), there are "five right things" that must be fulfilled in policy effectiveness, namely:
1. Right Policy.

Policy accuracy is assessed by the extent to which existing policies contain things that actually solve the problem to be solved. The second aspect of policy is whether the policy has been formulated according to the character of the problem to be solved. The third side is that the policy is made by an institution that has authority (institutional mission) in accordance with the character of the policy.
2. Proper Implementation.

There are three institutions that are implementers, namely the government, cooperation between government and the public/private sector, or implementing policies that are monopolistic. Monopoly policies should be implemented by the government.
3. Right on target.

Are the intervention targets in accordance with what was planned, do not overlap or conflict with other policy interventions? Whether the target is ready for intervention or not.

4. Appropriate Environment.

The environment in this case is divided into the internal environment and the external environment. The internal environment is referred to as the policy environment and the external environment consists of Public Opinion, namely public perception; Interpretative Institution, namely the interpretation of strategic institutions such as mass media; Individuals, namely individuals who are able to play an important role in interpreting policies and implementing policies.

5. Exact Process.

Consists of three processes, namely Policy Acceptance (the public understands the policy); Policy adaptation (the public accepts the policy); and strategic readiness (public ready to implement or be part of the policy).

Various indicators of the effectiveness of program implementation expressed by the experts above, the researchers came to the conclusion of using concepts deemed relevant to measure the level of effectiveness in writing this research. The author chose to use the opinion expressed by Riant Nugroho. As for the reason why the concept of effectiveness according to Riant Nugroho was chosen, Riant Nugroho's concept is considered more concrete and appropriate to be applied in this research, namely regarding the effectiveness of civil servant transfers in implementing positions. Several indicators that measure effectiveness in this research are: Right Policy, Right Implementation, Right Target, Right Environment and Right Process.

2) Civil Servants (PNS)

The term apparatus etymologically comes from the word apparatus which is a tool, body, agency, civil servant (W.J.S. Poerwadaminta, 2007:165), so that the state apparatus or what is called the state civil apparatus can be interpreted as state equipment or which includes institutions, personnel management in charge carry out government activities within a country.

According to A.W. Widjaja (2006:113) employees are physical and spiritual (mental and mental) human labor which is always needed and therefore becomes one of the main capital in collaborative efforts to achieve certain goals (organization). According to Musanef (2007:5) employees are people who do work and receive compensation for their services in the form of salaries and allowances from the government or business entity. Civil Servants (PNS) are defined as Indonesian citizens who meet certain requirements to be appointed as permanent ASN employees by the Civil Service Supervisory Officer to occupy government positions as described in Government Regulation Number 11 of 2017 concerning Management of Civil Servants.

So that Civil Servants (PNS) can be concluded as Indonesian citizens who have been declared to have passed several selections and been appointed as workers tasked with serving the country. The task in question is carrying out every government affair in the implementation of services and development in order to achieve state goals. As a form of state presence, every civil servant certainly receives wages in the form

of a salary and several allowances so that every civil servant's performance is responsible to the state.

3) Position

According to Wursanto (Tedi Sudrajat: 2014) Position is a position that shows the duties, responsibilities, authority and rights of an employee in the structure of an organization. According to Tedi Sudrajat (2014), position is related to a series of work to be carried out and the requirements needed to carry out the task and the environmental conditions in which the work is carried out. Positions contain duties (duites), responsibilities, human abilities and performance standards. So that a position can be interpreted as a responsibility given or entrusted to someone who is considered to have the ability and expertise to carry out tasks and be able to solve problems within the organization, and of course every activity and action must be accounted for.

4) Mutation

Mutation has several meanings according to experts, according to Hasibuan (Fittria Ulfah, 2013: 278) defines that: "Mutation is a change in position / position / place / job carried out both horizontally and vertically (promotion / demotion) within an organization. "Basically, mutation is included in the employee development function, because the aim is to increase the efficiency and effectiveness of work within the company (government)." According to Chalvin R. Ruitan (2018), explains the meaning of mutation that: "Mutation is a routine activity to be able to place the right person in the right place (the right man on the right place), whether in the form of horizontal mutation (Job Transfer) and also vertical mutation (Promotion and Demotion)". In Fitria Ulfah's research, it is explained that mutation is an employment activity related to the process of transferring the functions, responsibilities and employment status of workers to a certain situation with the aim of ensuring that the workforce concerned obtains deep job satisfaction and can provide the maximum possible work performance to company (Sastrohadiwiryo in Hasibuan, 2008:28).

Based on several definitions put forward by experts, applicable regulations, and previous researchers, it can be concluded that mutation is an activity transfer of responsibilities, jobs, duties, functions, workplace and employment status of employees or workers to a new place or job, either vertically or horizontally. In short, mutation is referred to as the process of moving, moving in the sense of still considering the numbers and needs in a new agency or organization as well as the old agency or organization.

CONCLUSION

It can be concluded that this research process aims to explore the effectiveness of transfers of civil servants entering provincial executive positions by the Regional Civil Service Agency (BKD) of Bengkulu Province within the Bengkulu Provincial Government.

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