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Analysis of the Factors Influencing the Change of Civil Servants Policy at the Regional Secretariat of the Ternate Mayor's Office

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Abstract

This study aims to analyze the factors of civil servant transfer policies and as well as to find out the implementation of the civil servant transfer policy at the Ternate Mayor's Office Regional Secretariat.

The type of research used in this study is an empirical normative research method as material to initiate researchers in carrying out a statutory, conceptual approach. Therefore, in this research through library research and field studies namely conducting interviews. The characteristics of this study fully use primary data, consisting of primary legal materials; secondary legal materials; as well as tertiary legal materials.

The employee transfer policy is very important for civil servants in expanding and developing talent, meaning that

mutation is one of the factors that needs attention in the process of cooperation. The transfer policy is something that is normative in matters of mutation, the regional head's policy in carrying out mutations is realized as something that is absolutely necessary. This research was conducted at the Regional Secretariat of the Ternate Mayor's Office.

The problem in this research is how the transfer policy is and what obstacles are faced by civil servants at the Regional Secretariat of the Ternate Mayor's Office in transferring employees. The purpose of this study was to determine the transfer policy, as well as to find out the constraints in the transfer of employees at the Ternate Mayor's Office Regional Secretariat.

Keywords: Improvement, Work Productivity, Employee Utilization

1. Introduction

The reforms that took place in 1998 in Indonesia in fact had a major influence on state affairs. One aspect that has also changed due to the reform process is the change in the system of relations between the central government and local governments in Indonesia, namely from a centralized system to a decentralized one, this right has made significant changes to the constitutional system of the Republic of Indonesia. After the amendment to the 1945 Constitution in CHAPTER VI Article 18 paragraph 2 which reads that provincial, regency and city regional governments regulate and manage their own government affairs according to the principle of autonomy and assistant duties.¹

In an organization, the development of human resources (HR) is a top priority that must be considered by leaders, therefore the quality of human resources from each personnel/employee has a significant relationship to the achievement of organizational goals. So, employees are required to have skills, knowledge, abilities, (skills, knowledge, and abilities) as well as dedication to work and good human relations must be realized. Human resources (HR) is a central factor in an organization. As for the form and purpose, the organization is made based on various visions for the benefit of humans and in carrying out its mission it is managed and managed by humans.

So, humans are a strategic factor in all institutional/organizational activities. The organization consists of various elements, one of which is human resources. While other human resources are materials, machines/equipment, methods/work methods, and capital. With regard to human resources, it should be remembered that all of them are not available in abundance. There are limitations that result in the utilization of these limitations in order to achieve organizational goals. Quality human resources

¹ Sani Safitri. 2016. Sejarah Perkembangan Otonomi Daerah Di Indonesia. Jurnal Criksetra, Volume 5, Nomor 9. Pp 83.

(HR) are needed and important for the running of a government bureaucracy. Therefore, so far, the implementation of the state government has not fully supported the realization of good governance, so the bureaucracy needs to be improved.²

The success of a development is largely determined by the quality of human resources, in addition to other resources, the role and position of employees as human resources is important and determines that in the field of government it is civil servants as elements of the state apparatus, servants of the state and servants of society who are always required to act, act, behave, and behave in order to achieve these development goals

Within the government environment, the behavior of the bureaucracy played by government officials has another influence, namely the characteristics of the government's products of society. The behavior of the public government is far different from the behavior of the public economy. The public economic environment contains many choices, ranging from expensive to difficult choices. But the public government environment ranges from "easy choice" to "no other choice". Such an environment invites very broad consequences or consequences, resulting in hostilities within the government.³

Globally, the problem of civil servants in the government bureaucracy is related to human resources. The human resources in question are civil servants who are placed and work within the bureaucracy, to carry out the main tasks and functions as stipulated. The smooth running of government and the implementation of national development is highly dependent on the ability and quality of civil servants. Therefore, it is very necessary civil servants who are full of loyalty and obedience to Pancasila and the 1945 Constitution. A government that is unified, has a good mentality, is authoritative, efficient, clean, of high quality, and is aware of its responsibilities as an element of the government apparatus, a servant of the state and a servant of the community.

The existence of civil servants at the Regional Secretariat of the Mayor of Ternate's office in the process of carrying out the work is expected to be able to achieve the goals set effectively and efficiently, for this reason it is deemed necessary to place employees in the right place and according to their level of ability, level of expertise, experience and education. The development carried out by the Ternate City government is a continuation of the activities carried out previously. In order to improve people's welfare and the success of development is highly dependent on the availability of adequate human resources, both the quality of these human resources including officials within the Regional Secretariat of the Mayor of Ternate's office.⁴

² Aldenila Berlianti Akny. 2014. Mewujudkan Good Governance melalui Reformasi Birokrasi di bidang SDM Aparatur untuk Peningkatan Kesejahteraan Pegawai. *Jejaring Administrasi Publik*. Th VI. Nomor 1. P 420.

³ Miftah Thoha. 2005. *Manajemen Kepegawaian Sipil di Indonesia*, Prenada Media, Jakarta.

⁴ Deva Dalia Amadea. *Perencanaan Rekrutmen Pegawai Negeri Sipil Di Badan Kepegawaian Dan Pengembangan Sumber Daya Manusia Kota Ternate*. Skripsi. IPPDN: Jakarta. Pp 37.

For this reason, it is necessary to foster working relationships among fellow employees with work skills and a sense of responsibility. In this way it will be easier for employees to carry out their duties. In the sense that it is very necessary to have good mutations in the organizational environment to implement the right principles in the right place, in order to create cooperation and increase morale so that the bureaucracy runs well and smoothly. Thus the work will be carried out effectively and efficiently, efficiently and effectively for both the community and for the civil servant. The mutation is a transfer of position or work area which is fully authorized by the leader for the benefit of carrying out official duties from organizational intentions. Changing positions or changing work areas is very important for civil servants in expanding and developing talent, meaning that mutation is one of the factors that needs attention in the collaboration process. This is important because mutations can affect the work of employees in carrying out their duties.⁵

2. Method

The type of research used in this study is an empirical normative research method as material to initiate researchers in carrying out a statutory, conceptual approach. Therefore, in this research through library research and field studies namely conducting interviews. The characteristics of this study fully use primary data, consisting of primary legal materials; secondary legal materials; as well as tertiary legal materials.⁶

3. Results and discussion

The policy of regional heads to change leaders and staff in a government agency is often blamed for being interpreted as punishment. The word punishment dominates in addressing the change of head of service or agency. Not only that, class employees sometimes do not escape the decisions of regional heads to leave the workplace they have occupied for a long time. To ensure the smooth implementation of the PNS management policy, the State Civil Service Agency was formed as stated in Article 34 A paragraph (1) of Law No. 43 of 1999 concerning staffing matters, and for the smooth implementation of Regional Civil Service Management a Regional Personnel Board (BKD) was formed, which listed in article 34 A paragraph (1) Law No. 43 of 1999. Government Regulation No. 41 of 2007 concerning the organization of regional apparatuses is one of the many personnel regulations which in Article 48 also regulates the mechanisms and provisions for mutations. The policy to carry out mutations is something normative. In matters of transfers, the regional head's policy in carrying out mutations is realized as something that is absolutely necessary so that something goes wrong in managing the area.⁷

⁵ Sedarmayanti. 2007. *Reformulasi Pengembangan Sumberdaya Manusia di Daerah*, Dalam *Jurnal Wacana Kinerja* Vol. 10/ Pp 46.

⁶ Suharsimi Arikunto. 1996, *Prosedur Penelitian; Suatu Pendekatan Praktek*. Edisi Revisi, Rineka Cipta, Jakarta.

⁷ Mira Sadik, Burhanuddin Kiyai and Joorie M. Ruru. 2015. *Evaluasi Kebijakan Disiplin Pegawai Negeri Sipil Dalam Meningkatkan Efektivitas Penyelenggaraan Pemerintahan*.

Transfers are inseparable from reasons to reduce employee boredom with work and increase employee motivation and morale, in addition to fulfilling employee desires in accordance with their respective interests and areas of work where in the implementation of work mutations people often misinterpret, namely as a punishment for office or based on good relations between superiors and subordinates. In carrying out transfers, it must really be based on an objective assessment and based on the achievement index achieved by employees, considering that the transfer system is intended to provide opportunities for civil servants to develop their potential. In essence, mutation is a form of increasing leadership towards subordinates. Apart from internal concern, Efforts to improve service to the community are the most important part of all movements that occur within the scope of government work. Likewise in other government agencies as well as the Regional Secretariat of the Ternate Mayor's office.

Theoretically, there are many aspects that affect mutations in an organization and one of the aspects that also plays an important role and needs attention in order to improve employee work is to improve systems and policies that are implemented correctly and correctly, with the right and correct mutation systems and policies. at the Regional Secretariat of the Ternate Mayor's office, a good and high bureaucracy will be formed in carrying out its duties. So, it can be concluded that a mutation is defined as a change regarding or transfer of work/other positions with the hope that in the new position he will develop more.⁸

Meanwhile, the legal basis for transferring, appointing and dismissing civil servants is:

- a. Government Regulation Number 43 of 1999, concerning Staffing Principles (State Institution of 1999 Number 16 Supplement to State Gazette Number 3890).
- b. Regarding the authority to appoint, transfer and dismiss civil servants, is regulated in Government Regulation Number 9, 2003.

The two laws and regulations mentioned above are guidelines for the implementation of staff transfers in every general and regional government agency. With the existence of Government Regulation Number 43 of 1999 concerning staffing matters, and regarding the authority to appoint, transfer and dismiss civil servants, it is regulated in Government Regulation Number 9 of 2003.

The two laws and regulations are guidelines for the implementation of staff transfers in every general and regional government agency, especially at the Regional Secretariat of the Mayor of Ternate's office.

As for the joint decision of the Minister for Administrative Reform and the Minister of Home Affairs No. 17 of 2003 concerning the appointment of structural positions.

1. Legal basis:

- a. Law Number: 43 of 1999 concerning Amendments to Law Number 8 of 1974 concerning the Fundamentals of Personnel Article 17 paragraph (2)
- b. Republic of Indonesia Government Regulation Number; 13 of 2002 concerning Amendments to Government Regulation Number; 100 of 2000 concerning the Appointment of Civil Servants in Structural Positions
- c. Government Regulation Number 32 of 1979 concerning Retirement Age Limits

2. Understanding:

The appointment of Civil Servants in office is carried out based on the principle of professionalism in accordance with competence, work performance and rank level determined for that position as well as other objective requirements without discriminating against gender, ethnicity, religion, race or class. The appointment of Civil Servants in structural positions, among others, is intended to foster civil servant careers in structural positions and ranks in accordance with the requirements stipulated in the applicable laws and regulations.

3. Terms of Appointment:

To be appointed in a structural position, a Civil Servant must meet the following requirements:

- a. Having the status of a Civil Servant, prospective civil servants cannot occupy structural positions because they are still on probation and do not yet have a rank.
- b. As low as having the rank of one level below the specified rank level.
- c. Have the specified qualifications and level of education.
- d. All elements of work performance appraisal are at least of good value in the last 2 years.
- e. Have the required position competence. Competency is the ability and characteristics possessed by civil servants in the form of knowledge, skills and behavioral attitudes needed in carrying out their duties, so that civil servants can carry out their duties in a professional, effective and efficient manner.
- f. Physically and mentally healthy

In addition to the requirements mentioned above, factors must also be considered, including:

- a. Senior in rank.
- b. Age.
- c. Education and Training (Training) positions.
- d. Appointment, transfer and dismissal of civil servants in and from structural positions is determined by decision of an authorized official and must be sworn in and take an oath before the authorized official.

According to Government Regulation Number 43 of 1999, those who include civil servants are those who, after fulfilling the requirements specified in the applicable laws and regulations, are appointed by authorized officials and entrusted with other State duties determined under one law and paid according to regulations. To realize the perfect Civil Servants (PNS) as meant above, civil servants need to be fostered as well as possible.⁹

Di Kota Ternate. Jurnal Administrasi public. NO.31 VOL III. Hal 6.

⁸ Hidayat Fatum, Femmy Tulus Novie Palar. 2017. Promosi Pegawai Negeri Sipil Dalam Jabatan Struktural Di Badan Kepegawaian Daerah Kota Ternate. Vol. 4. No 4. Hal 11.

⁹ Prpto Hadi. 2006. Manajemen PNS Dalam Kerangka NKRI, Badan Kepegawaian Negara, Jakarta.

According to Government Regulation No. 9 of 2003 concerning the authority to appoint, transfer and dismiss civil servants, that is stated in:

Article 16

(1) The Head of the State Civil Service Agency determines the transfer of Central Civil Servants between Departments/Institutions;

(2) The determination by the State Civil Service Agency as referred to in paragraph (1) is carried out at the request and approval of the agency concerned.

(3) The officials referred to in paragraph (1) can delegate their authority to give power of attorney to other officials in their environment.

Article 17

(1) Provincial Regional Civil Service Officials stipulate the transfer of: Regional Civil Servants between Regencies/Cities within one Province; Fund. Regional Civil Servants between Regencies/Cities and Provincial Regions.

(2) The determination by the Regional Personnel Development Official as referred to in paragraph (1) letter b is carried out at the request and approval of the relevant Regional Personnel Development Official.

(3) The officials referred to in paragraph (1) can delegate their authority to give power of attorney to other officials within their environment.

A. Development of Civil Servants

Development is an effort to improve the technical, theoretical, conceptual, and moral abilities of employees in accordance with the needs of work/position through education and training. The purpose of development essentially involves the following matters¹⁰:

a. Work Productivity,

With development, employee work productivity will increase, the quality and quantity of production will be better, because the technical skills, human skills, and managerial skills of employees are getting better.

b. Efficiency

Employee development aims to improve energy efficiency, and time.

c. Service

Development aims to improve better service from employees to the community.

d. Moral

With development, employee morale will be better because the expertise and skills match their work so they are enthusiastic about getting the job done well.

e. Career

With development, the opportunity to improve the employee's career is greater, because expertise, skills, work performance is better. Scientific promotion is usually based on one's skills and work performance.

f. Conceptual

With development, leaders are more capable and quicker in making better decisions, because their technical skills, human skills and managerial skills are better.

g. Leadership

With development, the leadership of a manager will be better, his human relations will be flexible, motivation will be more directed so that the development of vertical and horizontal cooperation will be more harmonious.

h. Remuneration

With development, employees' remuneration (salary, wage incentives, and benefits) will increase because their work performance is getting bigger.

i. Consumer

Employee development will provide good benefits for the community because they will receive higher quality services (SP Hasibuan, 2003: 70-72).

As for the development of civil servants, research conducted on civil servants at the Regional Secretariat of the Ternate Mayor's office included:

Table 1: Position of Respondents

S. No	Position	Respondents	Percentage (%)
1	executor	18	58%
2	General Administration	3	10%
3	Computer Institution	1	3%
4	Financial Reporting Manager	2	6%
5	Administration staff	1	3%
6	Tax Extension	1	3%
7	Treasurer	1	3%
8	Tax/Retribution collectors	1	3%
9	Assistant Expenditure Treasurer	1	3%
10	Authorized Budget Users	1	3%
11	Program Compiler and Evaluation	1	3%
	Amount	31	100%

Source: Ternate Mayor's Office Regional Secretariat

Based on table 1, it can be seen in terms of the position of the respondents that they are very representative of the heads of sections, heads of sub-sections and employees and are a very important part of the structure of the regional secretariat of the mayor's office of Ternate.

Table 2: Respondents' Education Level

S. No	Level of education	Amount	Percentage (%)
1	Graduated from high school/vocational school	13	42%
2	Diploma III	7	23%
3	Undergraduate (S1)	11	35%
4	Strata 2 (S2)	-	-
	Amount	31	100%

Source: Ternate Mayor's Office Regional Secretariat

Based on Table 2, it can be seen that the educational level of employees at the regional secretariat of the Ternate mayor's office has high school/vocational high school education as many as 13 people (42%), and so on with diploma III education as many as 7 people (23%), Strata 1 (S1) as many as 11 people (35%). The level of education affects the mindset and intellectual insight of employees.

¹⁰ Taufik Effendi. 2007. Arah dan Strategi Pendayagunaan Aparatur Negara Dalam Rangka Efektivitas Pembangunan dan Terwujudnya Good Governance, Bahan Ceramah Menpan Pada Diklat-PIM II Dalam Jurnal Kumpulan Artikel Reformasi Birokrasi Pemerintahan di Daerah Menuju Good Governance, PKP2A I Bandung, Bandung.

Table 3: Age Level of Respondents

S. No	Age	Amount	Percentage (%)
1	Under 30 Years	12	39%
2	30-40 Years	14	45%
3	Over 40 Years	5	16%
	Amount	31	100%

Source: Ternate Mayor's Office Regional Secretariat

Based on table 3, it can be seen that the majority of respondents and employees are at a young age or under 50 years old. It is believed that this employee has a strong physique in carrying out his duties and responsibilities as a servant of the state and service provider to the community.

Table 4: Gender of Respondents

S. No	Gender	Amount	Percentage (%)
1	Man	13	42%
2	Woman	18	58%
	Amount	31	100%

Source: Ternate Mayor's Office Regional Secretariat

Based on Table 4, it can be seen that the gender of the employees is more female with 18 people (58%), while the male respondents are 13 people (42%) of the total employees, totaling 31 people.

Table 5: Respondents Working Period

S. No	Working Period Classification	Amount	Percentage (%)
1	1-4 Years	7	23%
2	5-10 Years	10	32%
3	Over 10 Years	14	45%
	Amount	31	100%

Source: Ternate Mayor's Office Regional Secretariat

Based on table 5, it can be seen that there are 7 respondents (23%) who have worked for 1-4 years in the sense that they are still relatively new, and there are 10 people (32%) who have worked for 5-10 years in the sense that they have worked long enough and 14 people (45%) have worked for more than 10 years, which means they have served for a long time at the regional secretariat of the Ternate mayor's office.

However, the bureaucracy in Indonesia and in the regions in particular has not been effective so far, due to the fact that the bureaucracy has long been used as a political mobilization tool for the ruling party to perpetuate power. Therefore, in the reform era changes in political officials at the national and regional levels are driven by political parties.

Political officials in leadership positions carry out a major overhaul of the bureaucratic formation, including the transfer of officers who are considered to have poor performance. In addition, political officials include political cadres in the bureaucracy and do not try to find the best bureaucrats in the existing work environment. Therefore, then bureaucratic reform is nothing more than getting rid of political opponents to strengthen the role of new political parties in the bureaucracy. As a result, the bureaucracy will never be able to work optimally and professionally.¹¹

Bureaucratic problems in Indonesia are still multidimensional, including structures that are not

compatible with service missions, service culture is not yet developed, professionalism and human resources (HR) are poor, and the political environment is not healthy. The bureaucratic structure is still oriented towards control and power rather than providing services. The distribution of authority for the implementation of an affair tends not to be carried out in its entirety, but partially. Subjectivity is still common in the bureaucracy with rationality and professionalism that is far from expectations¹²

4. Conclusion

In the context of governance in Indonesia, there are several cases related to the relationship between political and bureaucratic institutions, both at the Central Government and Regional Governments. Recruitment for bureaucratic leadership becomes an arena full of dynamics of political and bureaucratic relations, and often there is a conflict of interests between the two institutions. In accordance with the title, this paper will specifically discuss political intervention in the recruitment of government leadership in the regions. In line with the dynamics and development of democracy, Indonesia is experiencing a transitional process involving political institutionalization as an effort to consolidate democracy and decentralize government.

This transition process has produced several positive things for the Indonesian people, such as increasing space for people's political participation, including in determining leadership in the regions through direct regional elections. The Regional Head as the head of government in the region is directly elected by the people through a series of political processes. Thus, the Regional Head is essentially a political official, even though his position is more of an estuary that brings together the political area and the administrative/bureaucratic area. Therefore, it is understandable if the recruitment of Regional Head leadership is based more on political considerations, although aspects of competence and quality of leadership should not be ruled out either.

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