

Analysis of Civil Apparatus Management in East Bolaang Mongondow Regency

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ABSTRACT

This study aims to determine, analyze and describe the Civil Servant Transfer Process between Organizational Units in One Agency Held in East Bolaang Mongondow Regency and its determinant factors. The research method used in this study is a descriptive qualitative research method. The focus of this study is the transfer of Civil Servants between work units. The research informants consist of structural officials in BKPSDM, functional officials, and transferred Civil Servants. The results of this study indicate that there are five indicators and determinant factors in the implementation of Civil Servant Transfers between OPDs, namely: (1) transfer requirements that have not been implemented optimally, (2) transfer procedures that have not been implemented optimally, (3) transfer provisions that have not been fully fulfilled, (4) OPD of origin and initial/recipient OPD that have not been implemented optimally, (5) PPK Decisions on Transfers which become the decision of the transferred Civil Servants, and the determinant factor is the leadership's discretion. Although some Civil Servant Transfers between regional apparatus organizations have followed BKN Regulation No. 5 In 2019, there were still civil servant transfers that were not in accordance with the merit system due to closeness to the leadership or incompatibility of work competencies.

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INTRODUCTION

East Bolaang Mongondow is a newly autonomous region established in 2008. In 2025, East Bolaang Mongondow will be 17 years old, resulting in a shortage of human resources, particularly civil servants (ASN). Therefore, the East Bolaang Mongondow district government utilizes existing human resources by maximizing the number of

ASN in each regional apparatus organization. However, due to the number of ASN who resign, whether voluntarily or involuntarily, as well as ASN who move out of East Bolaang Mongondow agencies, there is a gap or shortage of human resources to carry out the functions of the existing regional apparatus organizations.

Therefore, the Civil Service and Human Resources Development Agency which handles human resource management in this case ASN carries out ASN mutations within agencies to meet organizational needs by considering mutation regulations such as in BKN Regulation No. 5 of 2019 concerning procedures for implementing mutations and BKN Circular Letter No. 7 of 2024 concerning the use of the Integrated Mutation application in the context of appointment, transfer, and dismissal of State Civil Apparatus employees. According to data at BKPSDM in 2023 BKPSDM issued 160 mutation letters between work units in one agency of East Bolaang Mongondow Regency, in 2024 with a total of 85 mutation letters, and in 2025 until March 2025 with a total of 33 mutation letters between civil servant work units in East Bolaang Mongondow Regency agencies. In addition, from the researcher's observations, BKPSDM has not yet implemented PNS mutations in accordance with the merit system.

Human Resource Management, according to Sinambela (2019), is the management of human resources as a primary resource or asset, through the implementation of management and operational functions so that predetermined organizational goals can be achieved properly. Another definition explains that at the management level, management functions are developed in order to regulate activities efficiently, effectively, and economically (Masengi, 2019). To achieve the intended goals, the functions developed at the management level are Planning, Implementing, and Controlling.

Human resource management according to Dale Yoder is workforce management that effectively describes the process of planning, directing, implementing, developing and utilizing human resources in work (Rahardjo, 2022). Meanwhile, according to Schuler, human resources are a recognition of the importance of the workforce as an organization, as a human resource that is very important in contributing to organizational goals and using several functions and activities to ensure that these human resources are used effectively and fairly for the benefit of individuals, organizations, and society (Lasa Hs, 2017).

According to Harvey and Bowen in Lasa Hs (2017: 74) human resource management is an activity that fosters, develops, motivates, and maintains high performance in an organization. Furthermore, according to Flippo in Lasa Hs (2017: 74) human resource management is planning, organizing, directing, and supervising the activities of procurement, development, compensation, integration, maintenance, and release of human resources in order to achieve goals. Empowering various existing resources, the management process must be carried out based on management functions including planning, organizing, mobilizing or implementing, and supervising.

In carrying out its functions, human resource management activities face challenges such as job changes, workforce quality, technological shifts, gender diversity, racial or ethnic diversity, age limits, globalization, and organizational restructuring (Rosita Sry et al., 2024). The processing and utilization of human resources are developed optimally in the workplace to achieve organizational goals and individual or employee development. One of the problems faced by government organizations is related to human resource competency. Experience and reality in the

field show that many government organizations are led by people who lack management competency and are not experts in their fields, therefore education and training are essential.

Human resources play a role in the administration of ASN transfers, including managing transfer policies, the transfer process, implementing transfers, verifying transfer documents, and evaluating and reporting on transfer implementation. For every ASN transferred, the transfer data will be entered into the ASN Information System, along with evidence of the Decision Letter. The transfer process carried out by the Human Resources Development and Personnel Agency (BAPHU) does not comply with existing regulations or provisions.

METHOD

The type of research used is descriptive qualitative. Sugiyono stated that "Qualitative research methods are research methods based on post-positivism or interpretive philosophy, used to research natural object conditions, where the researcher is the key instrument, data collection techniques are carried out by triangulation (a combination of observation, interviews, documentation), the data obtained tends to be qualitative data, data analysis is inductive/qualitative, and the results of qualitative research are to understand meaning, understand uniqueness, construct phenomena and find hypotheses (Sugiyono, 2023).

In qualitative research, data collection is not based on theory, but rather on facts discovered during fieldwork. This research focuses on investigating the implementation of civil servant transfers at the Personnel and Human Resources Development Agency of East Bolaang Mongondow Regency, exploring the determinants of the implementation of civil servant transfers.

This research is located at the Personnel and Human Resources Development Agency of East Bolaang Mongondow Regency, this place was chosen because the Personnel and Human Resources Development Agency is one of the regional apparatuses that has ASN employees, both PNS and PPPK, whose duties include assisting the Regent in personnel administration matters. In addition, the researcher is assigned to the Agency.

Personnel and Human Resources Development, thus enabling effective and efficient data collection.

Data Analysis Techniques

According to Sugiyono, "data analysis is the process of systematically searching and compiling data obtained from interviews, field notes, and documentation, by organizing data into categories, breaking them down into units, synthesizing, arranging them into patterns, choosing what is important and what will be studied, and drawing conclusions so that they are easily understood by oneself and others." The steps of data analysis are as follows (Sugiyono, 2023): details of how the research results can be achieved, whether the research results can be applied, will be submitted to the readers or users. If the user sees something in this research that is suitable for the situation he is facing, then involvement is possible, although it can be assumed that no two situations are the same so that solutions are still needed according to each situation.

RESULT AND DISCUSSION

(Permanent Personnel Officer) and 34 civil servants (PNS). Detailed data based on ASN education is shown in the following table:

Table 1 Details of data based on ASN education

Education	Secretariat		Mutation Field, Promotion, Procurement, Termination and Information		Civil Service Competency Development Sector, Performance assessment Apparatus, and Awards		Amount		Total
	L	P	L	P	L	P	L	P	
Elementary School									
Junior High School/ Islamic Junior High School									
SENIOR HIGH SCHOOL/ Equal	2					1	2	1	3
D1									
D2									
D3	2		2				4		4
D4			1		1		2		2
S1	2	4	4	5	6	3	12	12	24
S2			1			1	1	1	2
S3									
Amount	6	4	8	5	7	5	21	14	35
Total	10		13				35		

Source: BKPSDM East Bolaang Mongondow Regency, May 30, 2025.

Table 1 shows the condition of BKPSDM employees up to May 30, 2025, where there are no employees with elementary, middle, D1, D2, and S3 educational status.

Table 2 Status of ASN Positions at the BKPSDM of East Bolaang Mongondow Regency based on Position in 2023

No	POSITION	Number of people)
1	High-ranking Primary Position	1
2	Administrator Position	3
3	Supervisory Position	2
4	Certain Functional Positions	2
5	Executive Position	26
	Amount	34

Source: BKPSDM East Bolaang Mongondow Regency May 30, 2025

Table 2 shows the number of employees is 34 people, with the number of implementers being 26 people, while the number of implementers required based on the workload analysis is 35 people. Furthermore, it is necessary to increase the capacity and capability of human resources, especially in the fields of Apparatus Competency Development, Apparatus Performance Assessment, and Awards, as well as the fields of Transfer, Promotion, Procurement, Dismissal, and Information.

Civil servant (PNS) transfers are a dynamic aspect of personnel management aimed at improving the efficiency and effectiveness of governmental tasks. In East Bolaang Mongondow Regency, the transfer process between organizational units within a single agency is a crucial part of the human resource management strategy, ensuring that employees are placed according to their competencies and the organization's needs, and avoiding stagnation in their duties.

This research analysis is based on indicators sourced from BKN RI Regulation No. 5/2019 concerning Procedures for Implementing Mutations, in Articles 3, 4, and 5 with the following results:

1. Mutation Requirements.

An interview conducted with DM as Secretary of the BKPSDM of East Bolaang Mongondow Regency said:

The primary purpose of transfers between regional government organizations is to increase the effectiveness and efficiency of organizational performance by placing employees according to their competencies. Furthermore, transfers are also intended as an effort to revitalize the organization.

equal distribution of human resources, as well as career development of ASN, especially PNS.

The requirements for a transfer include a cover letter from the original and recipient work units, a transfer application form (if initiated by a civil servant), and an employee performance assessment (SKP and work behavior). In addition, civil servants are sometimes transferred due to leadership policies. (*Interview, 28 /05 /2025*).

Furthermore, DM conveyed to the researcher that:

After all administrative processes are fulfilled and submitted to the BKPSDM, the transfer decree will be processed at the BKPSDM. Next, it will be processed to be signed by the personnel development officer (PPK) with the coordination initial fulfillment stage. The transfer decree is signed by the Personnel Development Officer (Regent) but for East Bolaang Mongondow itself, to sign the transfer decree between OPDs is delegated to the Regional Secretary. Next, the BKPSDM submits the decree to the relevant employee through their respective work units or directly if necessary.

In general, transfers are within the authority of the agency and must be carried out by the civil servant being transferred. However, in practice, there are several cases where civil servants or their original units provide input or objections, particularly when it concerns staffing needs in their original units. We will consider these matters, but the final decision rests with the PPK (*Interview, May 28, 2025*).

The mutation requirements explained by the Regional Secretary are supported by the answer from informant IS as the SIASN Admin of the Agency, namely, that:

East Bolaang Mongondow Regency is a newly established region, so it is undeniable that it still has limited human resources, both in terms of the number and

competence of civil servants. Therefore, to maximize the existing civil servants, with the duties and functions of each Regional Apparatus Organization (OPD), civil servant mutations are carried out. The ideal procedure for implementing mutations is outlined in BKN RI Regulation No. 5 of 2019. Although the existing regulation regulates the ideal conditions, in practice there are other factors such as leadership policies (Interview, May 22, 2025).

IS further conveyed to the researcher that:

This leadership policy often influences the transfer process. This policy impacts the completeness of the documents. If a transfer is due to kinship or closeness to the leader, no recommendation documents are submitted to the BKPSDM. However, another policy is that even if the transfer doesn't match the competency, if the situation and conditions require it, a civil servant will be issued a transfer decree. I will then upload this transfer decree to SIASN, thereby updating the ASN work unit data (Interview, May 22, 2025).

Table 4.3 Findings of Mutation Requirements Indicators

Focus: Mutation Stages based on BKN RI Regulation No. 5/2019 Concerning Procedures for Implementing Mutations	
Indicator:	Findings
1. Mutation Requirements	<ul style="list-style-type: none"> • Civil servant status • Recommendation or proposal from the leadershipRegional Device Organization (OPD) • Organizational Needs • Performance Assessment and Work Behavior • Leadership policies/orders

Source: processed by researcher.

2) Mutation procedure:

The process of transferring civil servants between work units takes place through systematic stages and involves various parties, from submitting a proposal to placement in the new unit. The success of this process is greatly influenced by completeness of documents, coordination between work units, and the readiness of officials to approve and sign decrees. Although transfers can be requested by civil servants for specific reasons, the final decision still takes into account the interests and needs of the organization.

According to an interview with KP as Head of the Mutation Division, Promotion, Procurement, Dismissal, Data and Information says about the PNS transfer procedure between OPDs:

All civil servants can be transferred if they have served at least two years in an OPD, but this must be taken into consideration the organization's needs, employee competency, and the availability of positions within the receiving OPD. Certain employees cannot be transferred due to strategic duties, length of service, or functional positions. The Promotion, Procurement, Dismissal, and Data and Information Division processes the civil servant transfer decree. Transferring civil servants between OPDs does not require a long time or a lengthy process because it only involves one agency. It takes approximately 1-14 working days, depending on the readiness of the leadership, who will provide initials and signatures. This differs from transfers

between agencies.

Furthermore, the KP conveyed to the researcher that:

Civil servant transfers between work units can be carried out at the request of the civil servant themselves, organizational needs, or leadership policies. This is of course done by considering the suitability of the civil servant's competency to the designated OPD. Undeniably, transfers also impact civil servant performance and behavior assessments, but ultimately depend on the approval of the PPK (Regional Employee Relations Officer) (Interview, June 5, 2025).

Transferred civil servants must accept the transfer. However, sometimes, if the new OPD doesn't meet expectations, civil servants will request a policy from the PPK (Commissioning Officer) to replace or cancel the assignment. However, this is rare in East Bolaang Mongondow. The leadership's policy is to evenly distribute human resources across each OPD, despite their varying competencies. However, civil servants are prepared to be placed anywhere and must adapt quickly. (Interview, 05/06 /2025).

This procedure is supported by information provided by SD, a civil servant who was transferred from a school in Modayag sub-district to a school in Tutuyan sub-district, he said:

I'm a teacher who was appointed as a civil servant (CPNS) in 2019. I requested a transfer because I have a toddler who still needs to be breastfed. My previous workplace wasn't feasible due to the distance and road conditions. I immediately contacted the education office. However, I didn't have a letter from my intended school or my original school.

The next process was conveyed by SD to the researcher that:

I then submitted it to the Education Office, which then issued a recommendation letter to the Human Resources Development Agency (BKPSDM). The process itself took about a week, as the head of the agency was away or on an external assignment. I was then contacted by phone to confirm that the decree had been signed and could be picked up at the Education Office. However, I still had to coordinate with the Education Data Center (Dapodik). (Interview, June 12, 2025)

Table 4.4 Findings of Mutation Procedure Indicators

Focus: Mutation Stages based on BKN RI Regulation No. 5/2019 concerning Procedures for Implementing Mutations	
Indicator:	Findings

2. Mutation Procedure	<ul style="list-style-type: none"> • Submission from civil servants. • Recommendations from the regional government organizations of origin and destination • Confirmed at BKPSDM • Leadership Orders • The process of making a decree at BKPSDM • SK executed For getPPK approval • The transfer decree was signed • SK given to civil servants the person concerned. • Data rejuvenation was carried out in SIASN
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Source: processed by researcher.

3) Mutation Conditions:

Civil servants (PNS) can be transferred between work units within a single agency. However, the transfer process must consider several important aspects to ensure organizational effectiveness and efficiency. Key considerations include organizational needs, employee competency, the availability of positions in the designated unit, and approval of the transfer by the PPK.

Interview with AG as Head of the Civil Service Competency Development, Civil Service Performance Assessment and Awards Division of the East Bolaang Mongondow BKPSDM said:

Transfers are only carried out for civil servants (PNS), as there are no regulations specifying transfers for PPPK (Commissioned Personnel Officers). The primary purpose of transferring between work units is to align organizational needs with employee competencies. Transfers also aim to reduce work stress, thereby improving performance and equitable distribution of human resources. In some cases, transfers are carried out as a form of development.

career for civil servants, but also behavioral development for civil servants.

AG further conveyed to the researcher that:

According to regulations, government agencies are required to develop transfer plans. Transferred civil servants must have worked at least two years in the relevant OPD, ensure their educational background and competencies are appropriate for the new OPD, and ensure performance appraisals are conducted, as well as avoid transfers due to conflicts of interest. If all these general requirements are met, transfers of civil servants between work units can proceed smoothly and positively impact the agency.

AG then continued that:

If performance assessments meet expectations, transfers can be made. Furthermore, reports of dissatisfaction with performance and behavior can be considered for transfers. However, in reality, it cannot be denied

that optimal planning has not been implemented for transfers, such as career patterns, succession plans or talent pools, and competencies. Some civil servants have been transferred less than two years on duty. Some have even been issued transfer orders only to receive another transfer order just months or days later. This all comes down to the policies and orders of their leaders. (Interview, May 17, 2025).

An interview was also conducted with SL as a Young Expert Human Resources Analyst, he said:

The provisions for implementing transfers for civil servants are stipulated in the Head of the National Civil Service Agency (BKN) Regulation Number 5 of 2019, which is very clear for implementation. Indeed, transfers of civil servants between agencies require more detailed attention because the verification process involves the BKN, unlike the process of transfers between Regional Apparatus Organizations (OPDs), which do not require BKN verification and validation. The Bolaang Mongondow Regency Government, specifically the BKPSDM (National Human Resources Development Agency), has not yet implemented transfer planning. Furthermore, the minimum requirement of two years before transfers is not fully implemented. Some civil servants are transferred even though they have not served two years in the OPD. This is due to a lack of human resources to carry out their functional duties in the OPD, which has a higher workload than the civil servant's former OPD. Although some OPD leaders want civil servants to remain in their OPDs, arguing that they are indispensable, they are still transferred due to the OPD's workload. Therefore, transfers must be made despite their educational background. Inappropriate, for example, a Bachelor's degree in Public Health was transferred to BKPSDM. (Interview, April 21, 2025).

An interview was also conducted with KP as Head of the Mutation, Promotion, Procurement and Information Division, he said:

Transfer regulations should be planned accordingly. The BKPSDM (National Human Resources Development Agency) is currently working to optimize the planning of transfers, including competencies, career patterns, civil servant mapping, talent pools, career development, performance and work behavior assessments, organizational needs, and the nature of the work. While previously focused solely on organizational needs due to limited human resources, the integrated i-mut transfer system will be optimized to accommodate civil servant transfers based on competency qualifications, position, and class, and to enhance the civil servant's career development.

Table 5 Findings of Mutation Provision Indicators

Focus: Mutation Stages based on BKN RI Regulation No. 5/2019 concerning Procedures for Implementing Mutations	
Indicator:	Findings
3. Mutation Provisions	<p>Filled with a summary of the results of the interview with the informant</p> <ul style="list-style-type: none"> • Mutation planning • Minimum of 2 years in OPD • Prohibition of conflicts of interest • Leadership Orders • Competency Suitability

Source: processed by researcher.

4) Approval of the Regional Government Organization of Origin/Recipient:

This transfer process also requires a recommendation from the immediate superior and consideration of the organization's urgent needs. An interview with the Head of the Transfer, Promotion, Procurement, Dismissal, and Information Division of the East Bolaang Mongondow Regency Human Resources Development Agency (BKPSDM) stated:

Unlike inter-agency civil servant transfers, which require approval and a formation (known as "pass perlu" or "pass perlu") from the receiving agency, as well as a workload analysis, inter-work unit civil servant transfers are merely recommendations. Once the transfer is approved by the Personnel Development Officer and signed by the Regent, the transfer decree will be delivered through the new work unit. The civil servant will be contacted and given the transfer decree. In practice, there have been several cases where civil servants or organizational units object to the transfer decree. However, we at BKPSDM always use communication and a humane approach to explain the organization's goals and provide an understanding that transfers are not a form of punishment, but rather part of career development.

Furthermore, KP conveyed to the researcher that:

The parties involved include the Head of the originating and destination OPDs, the BKPSDM as the technical implementer of personnel matters, the Regent as the personnel development official, and the civil servant concerned. Typically, the transfer process takes 1 to 14 working days, depending on the completeness of the documents and the official who will provide the coordination initials.

KP continued to convey the factors that slow down and speed up the mutation process to researchers that

"Factors that slow things down are incomplete documents, the lack of approval from the head of the regional apparatus, ongoing internal conflicts between work units, and the time-consuming process of signing the decree. Factors that accelerate things are smooth support and

communication between units, complete and properly formatted documents, and the civil servant in question having a good performance track record."

"Yes, of course. Civil servants can submit transfer requests in person, but they must still receive approval from the head of their original work unit and proceed to the BKPSDM process. We will consider the proposal while still prioritizing the needs of the organization."

KP continued that:

"Not all civil servants can be transferred immediately. Considerations include length of service, employment status, competency, and the need for and availability of positions in the target work unit. However, in principle, every civil servant has the possibility of being transferred according to regulations."

"Some of the general criteria that we have set are: Having worked for at least 2 years in the original work unit, Having competencies according to the position in the destination unit, Not currently serving a disciplinary sentence, Having received a recommendation from a direct superior, Having a good performance assessment for the last two years." (Interview, 08/05/2025).

Table 6 Findings of Approval Indicators of Originating/Receiving Agencies

Focus: Mutation Stages based on BKN RI Regulation No. 5/2019 concerning Procedures for Implementing Mutations	
Indicator:	Findings
4. Approval of OPD of Origin/Recipient	<ul style="list-style-type: none"> • OPD of origin agrees. • The original OPD did not approve because the civil servant was still needed. • The recipient OPD approves • Instructions or orders from the leader

Source: processed by researcher.

5) PPK Decision regarding Mutation:

Interview with DM Secretary of BKPSDM East Bolaang Mongondow Regency said:

"Transfers between work units aim to align organizational needs with employee competencies and potential. This is expected to increase the effectiveness and efficiency of public services within the East Bolaang Mongondow Regency Government. Transfers between OPDs are based on organizational needs, employee performance evaluations, workload analysis results, and considerations from direct superiors. Transfers can also be based on personal requests from employees with specific, relevant reasons and supported by valid documentation."

Furthermore, DM conveyed to the researcher that:

"The transfer decree issued by the BKPSDM requires the signature of the PPK (Commissioner of Employment) and is delegated to the regional secretary. The decree document includes a staff review, recommendation documents, and other necessary supporting documents. The process begins with the initials of the Head of the Mutation, Promotion, Procurement, Dismissal, Data, and Information Divisions, and ends with the official who will sign the decree.

Not all transfer decrees are approved by the leadership. Some require confirmation from the civil servant concerned, or the BKPSDM. It is undeniable that if a civil servant is to be transferred to a particular OPD but the civil servant does not agree, the decree will not be signed or given to the civil servant. Conversely, if the transfer is requested by a relative or someone close to the leadership, it will be immediately processed and signed. The transfer decree will be submitted to the relevant regional apparatus, and then the civil servant concerned will be summoned to receive the decree in person or through the work unit secretariat.

DM also conveyed to researchers that:

"Ideally, the transfer process can be completed within 1 to 14 business days, depending on the completeness of the documents and coordination between the parties. If the documents are complete and there are no objections, the process can be faster."

IS further conveyed to the researcher that:

"There are several factors that can speed up or slow down the civil servant transfer process between work units. These include good coordination between agencies, complete documentation from the start, and the alignment of civil servant competencies with the needs of the target unit. On the other hand, the process can be hampered by incomplete documents, a mismatch between the civil servant profile and the new position, or rejection from the target unit. Furthermore, delays in decision-making by authorized officials and inconsistencies in personnel data also contribute to administrative obstacles that slow down the transfer process." (*Interview, 04/06/2025*).

Table 7 Findings of PPK Decision Indicators on Mutations

Focus: Mutation Stages based on BKN RI Regulation No. 5/2019 concerning Procedures for Implementing Mutations	
Indicator:	Findings
5. PPK Decision Regarding Mutations	<ul style="list-style-type: none"> • Leadership Policy • Rejected by PPK. • Approved by PPK.

Source: processed by researcher.

6) Determinant Factors in Mutations:

In addition to the indicators mentioned above, another factor is leadership discretion. This policy can result in civil servants who do not meet the requirements and provisions being transferred. This is to meet the needs of Regional Apparatus Organizations (OPD) due to human resource shortages. Furthermore, the policy of transferring civil servants is based on kinship and close ties with the leadership. Therefore, for leadership discretion, civil servants who will be transferred do not submit recommendation documents from the originating OPD and the receiving OPD, nor do they consider suitability of competency, organizational needs, and performance assessments. The transfer process is directly ordered by higher leadership to the BKPSDM (National Human Resources Development Agency) to process the transfer decree for the civil servant.

4.1 Discussion

1. Mutation Requirements:

The leadership of regional apparatus organizations plays a crucial role in identifying human resource needs in the work units they lead, evaluating the performance of employees within the OPD, and making proposals to the BKPSDM, which handles personnel matters within their regional agencies. Article 3 of BKN Regulation Number 5 of 2019 stipulates that the requirements for transfers include a transfer proposal from the original and recipient work units, and a performance assessment for the past two years. Performance appraisal is an activity to evaluate the skills and abilities in achieving and growing employees' performance to develop their careers (Wibowo, 2022). According to Sedarmaryanti (2017), the benefits of performance appraisal are improving work performance, providing fair opportunities, training and development, compensation adjustments, promotion and demotion decisions. One of the requirements for mutations is need. To meet the organization's need for workers in certain positions or units. This concerns the redistribution of employees for optimal organizational performance. This is in accordance with Law No. 5 of 2014 concerning ASN, Article 73 paragraph (1): "ASN employees can be transferred between government agencies based on needs and formations." and PP No. 11 of 2017 in conjunction with PP No. 17 of 2020, Article 190: Mutations are carried out to support the smooth running of government administration.

Leadership guidelines or policies can influence transfer requirements. Even if the requirements are met but the leadership does not approve, the transfer will not occur. Conversely, if the leadership wants civil servants to be transferred between OPDs, the transfer will be carried out even if the requirements have not been fully met. This research differs from that conducted by Muhajid, in his study on the Analysis of the Implementation of ASN Job Transfers in South Sulawesi Province. In his research, it was found that the implementation of job transfers had been carried out in accordance with Law No. 5 of 2014, while this study found that it had not been optimally implemented in accordance with the Head of BKN Regulation No. 5 of 2019.

2. Mutation Procedure

In accordance with BKN Regulation No. 5 of 2019, Article 2, paragraph 7, civil servants can apply for transfers of duties and/or locations at their own request. Transfers within one agency, whether central or regional, are carried out with the following provisions:

1. Mutations within 1 (one) Central Agency or within 1 (one) Regional Agency are carried out by the Civil Service Development Officer (PPK), after obtaining consideration from the Civil Servant Performance Assessment Team.
2. In the event that the Performance Assessment Team has not been formed, consideration will be given by the Position and Rank Consideration Body.
3. The work unit in charge of personnel makes mutation plans.
4. The mutation planning is submitted to the Civil Servant Performance Assessment Team to obtain mutation considerations.
5. Based on the mutation considerations from the Civil Servant Performance Assessment Team, the work unit in charge of personnel affairs proposes the mutation to the PPK.
6. Based on proposal mutation as intended on letter e, PPK determines the appointment of civil servants to positions.

At BKPSDM, the process begins with:

1. Recommendations from both the original and intended work units. However, even without a recommendation from the OPD, the transfer process can be implemented if directed by the leadership.
2. BKPSDM makes the Mutation Decree with successive stages of coordination initial process, starting from the Head of the Mutation Division, Secretary of BKPSDM, Head of BKPSDM, Assistant for General Administration, and finally signed by the Regional Secretary.
3. After the transfer decree is signed, BKPSDM will input data into SIASN for the civil servant data.
4. The mutation decree is submitted to the relevant civil servant for implementation.

The required documents include a cover letter from the original work unit, a transfer application form (if originating from a personal initiative), SKP for the last two years, and other supporting documents such as a health certificate. The completeness and accuracy of the documents are crucial factors in accelerating or slowing down the transfer process. The transfer procedure at BKPSDM in this study is the same as the results of the research by Fatimah Kapitan Laut and Ulul Alha in Raja Ampat Regency, namely the Standard Operating Procedures for Promotion and Transfers include three stages: identification of needs, performance evaluation, and understanding the job demands in different positions or work units. Thus, the objectives of transfers include adjusting organizational needs to employee competencies, equitable distribution of human resources, bureaucratic refreshment, and career development of civil servants can be achieved. Civil servant transfers are to encourage increased performance and productivity, and avoid stagnation in

the implementation of official duties.

Leadership guidelines or policies can influence the procedure for transferring civil servants between work units. Even if several procedures have been met, but the leadership does not provide approval, the transfer will not occur. Likewise, if the leadership wants a civil servant to be transferred from one OPD to another, the transfer will be carried out even if it does not follow the applicable procedures.

3. Mutation Provisions

The provisions for this transfer are in accordance with BKN Regulation No. 5 of 2019 Article 2, namely the existence of transfer planning that includes competency, career patterns, employee mapping, succession planning groups, career transfers and development, work performance and behavior assessments, organizational needs, the nature of technical work and policies according to job classification. Furthermore, transfers can be carried out for a minimum of 2 years and there is a match between the competency of civil servants and the needs of the organization. Government Regulation Number 11 of 2017 Article 190 explains that civil servant transfers are carried out for career and organizational development by taking into account the needs of government agencies, competency and performance of civil servants.

In practice, according to the interview results, it has not been implemented optimally. Mutation planning is more often due to the need, so that the PPK provides a policy for civil servants to be transferred. This mutation provision is not fully in accordance with existing regulations due to the lack of civil servants who are suitable for the type of work available. This is as found in the research of Mochammad Iqbal Fadhlurrohman et al entitled Polemic on the Implementation of Mutations and Open Bidding/Open Selection in Ciamis Regency (Case Study: BKN RI Regulation Number 5 of 2019 concerning Procedures for Implementing Mutations, with a qualitative type of research it was found that mutations were carried out because there were still vacant positions, but there was still a lack of civil servants with echelon II ranks, as well as a lack of education held by civil servants, because in Ciamis Regency, most civil servants were graduates and high school graduates.

4. Determinant factors.

The determining factor that can influence civil servant transfers between regional government agencies is leadership discretion. According to BKN Regulation No. 5 of 2019, transfers within a regional agency can be carried out by the PPK after obtaining consideration from the civil servant performance assessment team. However, for regional agencies.

CONCLUSION

Based on the results of the analysis using theories and related laws and regulations, this study can conclude that the Civil Servant mutation process between organizational units in one agency held in East Bolaang Mongondow Regency has not been running optimally due to indicators that have not been implemented according to the provisions, and also due to the existence of determinant factors in the mutation

process, as described below:

1. Mutation Requirements:

The conditions for implementing a transfer are a transfer proposal from the original and recipient work units, and a performance assessment for the last two years., performance assessment and needs that have not been implemented optimally.

2. Mutation Procedure

Identification of needs, performance evaluation and mutation criteria, creation of mutation decrees that have not been implemented optimally.

3. Mutation Provisions

The provisions for this mutation are in accordance with BKN Regulation No. 5 of 2019 Article 2, namely that mutations can be carried out for a minimum of two years and there is a match between PNS competencies and organizational needs, but its implementation has not been optimal.

4. Initial Agency/Recipient Approval

Civil servants who will be transferred will first be assessed based on the needs of both the regional government agencies of origin and the regional government agencies they will be transferring to. This has not been implemented optimally.

5. PPK Decision Mutation Provisions

The PPK's decision to implement transfers has not yet fully utilized the merit system, but sometimes still uses the nepotism system. Furthermore, civil servant transfers can be carried out even though they don't comply with regulations due to pressing OPD needs. Therefore, it can be said that they have not been implemented optimally in accordance with applicable regulations.

6. Determinant Factors.

The determining factor in mutations is leadership discretion. This leadership discretion is an unwritten determinant factor that influences the implementation of civil servant mutations in East Bolaang Mongondow Regency. This leadership discretion often occurs in deciding on civil servant mutations. Various considerations are given, which can influence leadership decision-making. Leadership discretion can cancel or transfer civil servants. Civil servants can be transferred even if they do not meet the provisions and requirements or do not follow one or more of the procedures stipulated in BKN Regulation Number 5 of 2019.

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