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**POLICY ANALYSIS AND IMPLEMENTATION OF EMPLOYEE
MUTATION AND PLACEMENT ON EMPLOYEE'S
PERFORMANCE AND CAREER DEVELOPMENT**

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ABSTRACT

This study aims to assess the effectiveness of employee mutations and placements applied to several institutions in Indonesia. This study uses the meta-synthesis method by conducting a review of 31 previous studies listed in the research media. The results of the study found that government agencies in Indonesia had implemented mutation policies based on applicable regulations ranging from the law to local regulations on several factors, the value of improving performance and productivity, career development and promotion, to filling vacant positions. However, several studies have found that there is still corruption, collusion and nepotism, political affiliation, family connections, and close relations with superiors which causes a mismatch between the placement of employees and their competencies. Transfer of employees based on a merit system is indicated to improve performance including public services in providing information to create public sector accountability. Career development and promotion can also expand knowledge and experience to produce creative and innovative employees to support the achievement of organizational goals.

KEYWORDS:

Mutation policy; employee placement; performance; career development

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INTRODUCTION

The current development demand that organizations become more effective and efficient to achieve their goals. Likewise, organizations are also required to be able to compete to develop and achieve success. Human Resources (HR) are the most important element which becomes an asset of the organization, by utilizing resources owned by the individuals including their competence, knowledge, and skills. Without human intervention, it will be difficult to achieve organizational goals. Employee performance is a key factor in measuring the work result achieved by employees and is a supporting factor in the attainment of organizational goals that have been set optimally in the long run (Yastini & Agustana, 2018). Human resource management, namely using human resources to the best of their ability within the organization through various functions of human resources planning, selection, and recruitment, career planning, and development, human resource development, provision of welfare and compensation, occupational health and safety, rotation and mutation as well as industrial relations (Marwansyah, 2010). Using Human Resources effectively can have an impact on the organization, and therefore requires employees that correspond with the needs of the organization through coaching, training, and development to produce competent employees in their respective fields.

Numerous policies and efforts were made to achieve competent human resources, such as rotation, promotion, and transfer of employees. The policy aims to enhance work motivation, provide refresher activities to improve performance in new work units in addition to organizational needs and prevent any fraud that may occur if employees work at the same location and sitting in the same position for too long. The mutation is one of the systems applied in human resource ma-

agement. The mutation policy is intended to place employees in suitable jobs, to provide employees that are undergoing mutation with a new atmosphere so that they can produce high job satisfaction and then be able to deliver excellent performance. According to Nasution and Sinaga (2014), the mutation is the activity of transferring employees from a division or unit that has excessive manpower to a division or unit that requires less energy. A mutation is one of the ways of employee development because, with mutation, it can increase the efficiency and effectiveness of employees in the company or organization.

The implementation of mutation policy will certainly cause many changes, ranging from changes of work location, environment, culture, direct leaders/management, the team that works together in it, duties and responsibilities, and various other differences. This will affect organizational performance as well as the career development of employees. Furthermore, it will also have a negative effect when employees do not have the ability to adapt to a new environment and have an impact on employee mentality. Minister of Finance Sri Mulyani Indrawati emphasizes that mutations and promotions are a refresher for the organization as well as a form of trust that is given by the organization towards an individual's competence (Redaksi DDTCNews, 2019). The mutation policy is an effort to meet the needs of the workforce, but in practice, it is often misinterpreted by some employees as a form of punishment or a policy based on good relations with their superiors. The application of the work mutation policy must be carried out objectively considering that the mutation application system aims to provide opportunities for employees to maximize their potential.

Human Resource Management

According to Sutrisno (2011), Human Re-

source Management is the utilization, development, assessment, remuneration, and management of individual members of an organization or group of workers. The management of human resources in government agencies must comply with the provisions set forth by both the national and sub-national governments. The scope of human resource management can be identified from the functions of procurement, development, compensation, integration, maintenance, and release/termination of human resources. From this scope, human resource management in the government sector elaborates several functions, including job analysis, labor recruitment, labor selection, employment placement, induction and orientation, compensation, education and training, performance appraisal, mutation, promotion, motivation, providing moral guidance and discipline, labor supervision and termination of employment.

Theory of Effectiveness

Hakim (2015) asserts that organizational effectiveness includes an understanding of the ability to carry out tasks, organizational functions, organizational productivity, and the absence of pressure between organizational members. Criteria or indicators of effectiveness include target achievement, ability to adapt to change, job satisfaction, responsibility, and ability to solve problems that occur. The achievement of targets is defined as to what extent targets that can be set by the organization could be reached accordingly. Organizational members' job satisfaction will provide comfort and motivation to improve employee performance and the organization as a whole. Effectiveness is the success of the organization to achieve organizational goals and objectives.

Mutation and Placement of Employees

Mutation of employees can be understood as

activities carried out by the leadership of an organization or company to shift employees from one task to another which are considered parallel. Mutations or employee transfers can occur due to the company's or employees' intention (Putri, Hendriani, & Ibrahim, 2015). The principle of employee mutation is to move employees to positions that are suitable for them so that their productivity and spirit at work increase. This is also a follow-up to work motivation to provide employees with the environment, nature, overview, and work style so they can work more effectively and efficiently in the new workplace. Employee placement is a process of assigning or filling positions and it is the policy of the Human Resource Management to determine employee positions to complete the tasks and authorities entrusted to them (Fitria, 2017). Several indicators that are considered in the placement of employees in an organization include education, experience, knowledge, and job skills.

Employee Performance and Career Development

Employee performance is the quantity or quality of results achieved by employees in carrying out their duties and responsibilities mandated to them (Mangkunegara, 2005). Several factors that can affect employee performance are abilities and skills, incentives provided, a supportive work environment, spirit at work, and motivation. Meanwhile, civil servants' performance is work achieved by every civil servant in an organization based on work behavior and employee performance targets.

Employee career development is a planning process that leads to career management. Career development is an option that reflects the goals of the competencies of the employees which then become better opportunities (Septiani, 2011). There are two processes in a person's career development, starting from

the design and implementation of a career development program as well as planning and achieving career development goals. Moreover, there are different perspectives on career development. From an individual perspective, career planning focuses more on one's career. In contrast to an organizational perspective, career planning focuses on a career path that provides logical improvements from other entities working in the organization.

Government Employees

Article 1 of Law Number 8 of 1974 concerning the Fundamentals of Civil Service states that those who are referred to as civil servants are individuals who have met the requirements stipulated in the prevailing laws and regulations, appointed by an authorized official, and assigned to a state position or other state duties that have been determined according to the prevailing laws and regulations. A government agency certainly has several functions in carrying out its duties and authorities to achieve its goals. Human resources with supreme competencies who are prepared to carry out their functions to achieve these goals are highly in demand. Furthermore, civil servants will ensure the alignment of government apparatus development which encompasses budgeting, planning standards, accreditation, monitoring, and assessment. The position of civil servants constitutes one of the determinants of how seamlessly the government and development are implemented to achieve the national goals.

Many studies have been conducted to identify the effect of employee transfer on organizational performance and employee career development. Those studies were conducted in both private and government sector organizations. In this study, the authors will analyze those articles with the aim of producing information concerning the effectiveness of employee mutation policies on organizational performance and employee career development, specifically for civil servants.

RESEARCH METHOD

A policy on employee mutation set by the head of the government organization requires a reference as material for adjustment and refinement to obtain maximum results in its implementation, both in terms of organization and employees. A literature review of existing studies needs to be presented to policymakers in adjusting the mutation policy that will be enforced. There are two types of techniques in the literature review, namely quantitative techniques (meta-analysis) and qualitative techniques (meta-synthesis). Qualitative meta-synthesis as a theory, narrative, generalization, or interpretive translation is drawn from the integration or comparison of findings from qualitative studies. As seen from the process, meta-synthesis starts from determining the similarity of topics, establishing inclusion criteria, determining the comparison methodology, then determining the explanatory technique for the synthesis. Hence, qualitative meta-synthesis is a response to the relevance and usefulness of qualitative research as well

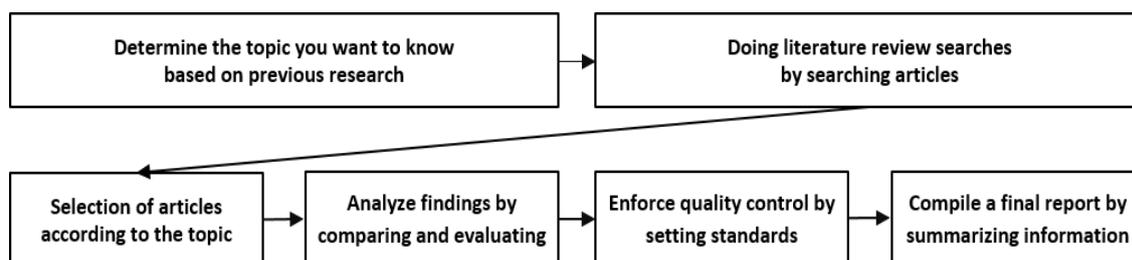


Figure 1. Framework

as a comprehensive understanding of interpretation (Sandelowski, Docherty, & Emden, 1997). This study refers to a literature review using meta-synthesis techniques in various studies related to mutation policy. Several steps must be undertaken in meta-synthesis research, as shown in Figure 1.

This study discusses the employee mutation policy and implementation of policies exercised in several government agencies in Indonesia as well as the application of employee placement to see its relationship with employee performance and career development using five literature results as a discussion ranging from mutation policies, implementation of employee mutation, placement,

performance, and career development. Such analysis was conducted on 31 articles that were published in several journals belonging to higher education institutions in Indonesia in the last 10 years (2011-2020).

RESULT AND DISCUSSION

This study maps 31 articles that are relevant to the research topic, namely employee mutation policies and policy implementation in local governments over the last 10 years. The article classification based on the level of local government studied is presented in Table 1.

Table 1. Synthesis Based on Government Agencies

Local Government Level	Local Government/Agencies that are being studied	Author
Level I Region	The Audit Board of the Republic of Indonesia Yogyakarta Representative	Sudiantoro (2014)
	Manado Regional Office of the Directorate General of State Assets	Judas (2013)
	West Sumatra Provincial Social Affairs Office	Oktaria (2013)
	North Maluku Regional Government	Ibrahim and Pribadi (2016)
	South Sulawesi Regional Government	Mujahid and Edwar (2018)
	North Sulawesi Provincial Culture and Tourism Office	Montolalu, Kawet, and Nelwan (2016);
	West Java Public Prosecutor's Office	Reza (2013)
Level II Region	Kampar Regional Civil Service Agency	Yena (2012); Marlina (2013)
	North Luwu Regional Government	Wahyu (2014)
	Bengkalis Regional Revenue Office	Saputra, Hendriani, and Machasin (2017)
	Soppeng Regency Government	Were and Ilyas (2016)
	Manado Inspectorate Office	Rori et al. (2014)
	Ciamis Region Civil Service and Training Agency	Ropi (2017)
	Jember Regional Civil Service Agency	Ramadhan (2016)
	Barito National and Political Unity Office	Rakhman et al. (2016)
	West Kutai Regional Civil Service Agency	Philips (2014)
	The Regional Secretariat of the Dumai Mayor's Office	Akbar (2018)
	Sangihe Islands Regional Government	Bataha (2013)
	Gresik Regional Secretariat	Fadilah, Hakim, and Siswidiyanto (2013)
	Makassar Regional Civil Service Agency	Hakiki (2016)
	Secretariat of Solok's Regional House of Representative (DPRD)	Mulyani (2019)
Majena Human Resources and Empowerment Agency	Andika, Jayadi, and Safriani (2019)	

Local Government Level	Local Government/Agencies that are being studied	Author
Level II Region	Kapuas Hulu Regional Government	Apriadi (2016)
	Talaud Island Office of Education, Youth and Sport	Mahda, Lengkong, and Laloma (2015)
	Malang Municipality Government	Nugroho (2013)
	Banda Aceh Regional Secretariat	Maulana (2019)
	Nganjuk Regional Civil Service Agency	Gautami (2013)
	North Aceh Regional Civil Service Agency	Murad (2012)
	Palembang Regional Civil Service Agency	Prawira (2018)

The analysis of each article will focus on employee mutation policies, implementation of employee mutation, placement, performance, and career development.

First Synthesis Result: Mutation Policy

Regulations regarding employee mutation policy are regulated by Law Number 8 of 1974 concerning Principles of Civil Service, Government Regulation Number 11 of 2017 concerning Management of Civil Servants to Regulation of the National Civil Service Agency Number 5 of 2019 concerning Procedures for Implementing Mutation. This regulation was subsequently implemented and became an employee mutation policy exercised by government agencies in Indonesia. Ibrahim and Pribadi (2016) conducted research related to employee mutations enforced in the North Maluku Regional Government. Their research described that there are two types of employee mutations, namely production mutations, which are mutations in the same position because production in the previous place has decreased, and replacement mutations, namely, transfer from the previous positions to other positions to replace employees who have been absent from their jobs for a long time or employees who have been terminated. Transfer of employees also consists of several factors, ranging from policies and leadership regulations, the principle of the right people in the right place, and coordination. Based on these

types and factors, it is known that the enforced mutation policy can affect efforts put into place regulations and implement work efficiency, because of the right principles and division of labor based on employee competence (Ibrahim & Pribadi, 2016).

In contrast to the above theory, Gautami (2013) explains that there are four indicators in implementing the employee mutation policy, namely work performance, skills, behavior, and leadership. According to his interpretation, it turns out that the mutation policy applied by Nganjuk Regional Civil Service Agency has not been implemented optimally, because there are still elements of subjectivity and political affiliation. Furthermore, job analysis is not carried out optimally due to limitations in analyzing employee position based on performance, position map, and a list of job vacancies from various agencies. As a result, employees' needs are unmet. Professionalism has also not been visible in the placement of employees based on the educational background of employees. Mahda, Lengkong, and Laloma (2015) explain that an employee mutation policy is an activity regulated in the Law in the form of regulations on employee mutations that are put into effect vertically and horizontally and aims to develop employee potential, enthusiasm, and performance, to produce more innovative and creative employees.

Yena (2016) points out that there are other factors in the implementation of employee

mutation policy, such as the division of labor that corresponds to employee competencies, increasing employee capital and productivity, promotion and work career development by enhancing authority, responsibility, and income, as well as a form of a refresher of duties and authorities. Given these factors, coordination should be well-established so that it can become an appropriate competition platform, and with established policies starting from preparation, implementation, evaluation, and supervision. Through restrictions of incoming and outgoing employees in the context of filling job vacancies can also reduce turnover if transfers of employees are carried out under policies and objectives set by the agency.

Akbar (2016) explains that other objectives of enforcing an employee mutation policy are to add experts to units that are in need, filling vacant positions as a form of promotion, and improving performance by taking into account employee performance and working hours. Bataha (2013) explains that there are indicators used to assess the impact of mutation policies on structural positions in public services to create public sector accountability, including work experience, knowledge, and skills, as well as employee empowerment.

Professionalism in the implementation of this policy is shown through coordination with positions and ranks in implementing employee mutations, which have a positive impact on employees ranging from improved communication and employees becoming proactive in performing their assignments. Employees are also given the facilities to innovate in public service duties so that they are ready to get promoted as a form of career development. The factors that influence the application of employee mutations according to the analysis results of all articles are presented in Table 2.

Second Synthesis Result: Implementation of Employee Transfer

The mechanism or rules for implementing employee mutation are rested on several considerations, such as vacant positions and other numerous factors. Mujahid and Edwar (2018) express that the transfer to South Sulawesi Government is done based upon Law Number 5 of 2014 on State Civil Apparatus and Government Regulation Number 13 of 2002 on the Appointment and Dismissal of Civil Servants from Structural Positions. The implementation is carried out on a situational basis regarding the organizational needs but emphasizes more on promotion and career development based on employee performance and achievement to serve as a motivation and appreciation. An implementation that is not under the objectives can also occur, seen from the decline in performance and the presence of personal and functional problems. Within the scope of Regional Government, employee changes, transfers, or employee furloughs are becoming the concern of employees, starting from the transfer of power from senior employees to new employees to "regime change" within the regional government. The practice of employee mutation is conducted through a "simplified" mechanism of the organization without taking into account levels of position, competencies, as well as education and training of employees.

There are several other legal frameworks applied by Majene Regional Government in implementing employee mutations as specified by Andika et al., (2019). In addition to Law of the Principles of Civil Service, the Majene Regional Government also refers to Government Regulation Number 63 of 2009 concerning Amendments to Government Regulation Number 9 of 2003 concerning the Authority to Appoint, Transfer, Dismissal of Civil Servants, Government Regulation Number 100 of 2000 concerning Appoint-

Table 2. Factors that affect the application of employee mutation

Factors that affect the application of employee mutation	Supporting Research
Increased motivation, achievement, productivity, performance, work effectiveness, and efficiency	Akbar (2018); Andika, Jayadi, and Safriani (2019); Apriadi (2016), Judas (2013); Mahda, Lengkong, and Laloma (2015); Sudiantoro (2014); Philips (2014); Ibrahim and Pribadi (2016); Marlina (2013); Ramadhan (2016); Hakiki (2016)
Employee empowerment	Akbar (2018); Bataha (2013); Ramadhan (2016)
Career development and employee potential	Akbar (2018); Andika, Jayadi, and Safriani (2019); Apriadi (2016); Mujahid and Edwar (2018); Rakhman et al. (2016); Reza (2013)
Incorporation of expert in units that requires an expert	Akbar (2018); Were and Ilyas (2016)
Transferring employees and filling vacant positions	Akbar (2018); Apriadi (2016); Wahyu (2014); Marlina (2013)
Forms of punishment and reward	Akbar (2018); Ibrahim and Pribadi (2016); Hakiki (2016)
Efforts to implement regulations	Akbar (2018); Ibrahim and Pribadi (2016); Marlina (2013); Yena (2012)
Refresher duties and authority	Akbar (2018); Andika, Jayadi, and Safriani (2019); Wahyu (2014); Hakiki (2016)
Adding experience, expand knowledge and it becomes a platform for competition	Andika, Jayadi, and Safriani (2019); Bataha (2013); Marlina (2013); Yena (2012)
Applying the principle of the right man in the right place	Apriadi (2016); Were and Ilyas (2016); Ibrahim and Pribadi (2016); Marlina (2013); Yena (2012)
Producing employees that are more creative and innovation	Mahda, Lengkong, and Laloma (2015)
Job promotion	Mujahid and Edwar (2018); Rakhman et al. (2016); Reza (2013); Hakiki (2016); Yena (2012)
Organizational needs	Wahyu (2014); Ibrahim and Pribadi (2016)
Increasing working capital	Yena (2012)

ment of Civil Servants to Structural Positions as amended by Government Regulation Number 13 of 2002, Regulation of the Minister of State Apparatus Empowerment and Bureaucratic Reform of the Republic of Indonesia Number 100 of 2000 and Law Number 13 of 2014 concerning Procedures for Filling High Leadership Positions Openly in Government Agencies. The transfer of employees is carried out for mutation and filling of positions for State Civil Apparatus who have sufficient capacity, competence, and integrity to fill these positions to be able to carry out their duties and authorities effectively and efficiently, gain experience and expand knowledge. The mechanism for implementing the transfer of positions starts from the stages of inventorying and collecting information on job vacancies, the nomination of

prospective officials, selection of candidates established by the Positions and Ranks Proceedings to the inauguration stage. The employee mutation policy must be implemented regarding the merit system by taking into account the achievement, work discipline, and professionalism which have not been effectively put into practice because it is known that there are elements of like and dislike (spoils system), factors of individual or group interests, establishing a close connection with the leadership as well as nepotism.

Unlike the implementation of employee mutation carried by the Government of Malang City which is initiated with a job analysis, a list of the proposed mutation, Judgment and Ranks Proceedings, approval of the Board of

Trustees until the inauguration. However, in its implementation, there are still obstacles, such as administrative and psychological factors. Administrative factors occur if one of the mutation criteria has not been met, while the psychological factor is when employees do not adapt easily which led to employees not being able to carry out their duties and responsibilities accordingly (Nugroho, 2013). In contrary to the implementation of employee mutation in North Luwu as described in Wahyu (2014), the job transfer procedure starts with the official in charge of inventorying existing structural vacancies, supplemented by job requirements, and the establishment of structural positions. Vacancies are notified to all heads of Regional Work Units, nominations of candidates for officials who meet the requirements of Regional Work Units, sessions for Advisory Bodies and Departments, decisions of development officials, to the inauguration process. In addition, there are considerations made by Baperjakat (Advisory Board for Position and Rank) and Officers of the Civil Service Agency in implementing personnel transfers, such as professionalism, seniority, age, education, and training. However, factors of familial approach and kinship in work placement resulted in some employees experiencing conflicts in their job position against their competencies. The placement of employees based on political affiliation and kinship shows the creation of political dynasties and nepotism within the North Luwu Government which can lead to a culture of corruption, collusion, and nepotism as well as bureaucratic politicization which reduces the performance of apparatus in public services.

As with the implementation of employee mutation by Jember Regional Civil Service Agency, such is performed as a guideline for improving the competence of employees by qualifying the requirements set by the Central Government. Those requirements include not serving any sentence, satisfying labor standards, and a minimum work experience of

one year. As opposed to the employee mutation that occurs because an employee requested immediate demotion but if the job is not available then the request can not be granted (Ramadhan, 2016). Philips (2014) explained that the transfer of employees at the Kutai Barat Regional Civil Service Agency to Mahakam Ulu was undertaken based on career development procedures and carried out objectively based on work performance. The legal basis for the transfer is also derived from the West Kutai Regional Regulation Number 34 of 2001 concerning the Establishment of the Organization and Work Procedure of Regional Civil Service Agency, which in its implementation certainly has supporting and inhibiting factors. The supporting factor is the need for employees at the Regional Government Working Units as they have vacant positions at Mahakam Ulu, while the inhibiting factor is the lack of accurate data which can affect final decisions and create differences of opinion within the Regional Civil Service Agency.

The Kapuas Hulu Regional Government has implemented an employee mutation policy based on an achievement system, but it has not been implemented optimally because there are no legal competency requirements, only administrative requirements which include work experience and training education. Another reason is also based on the lack of employees with positions that match their expertise. As a result, the transfer process has not been effective and efficient (Apriadi, 2016). Ropi (2017) explains that the implementation of employee mutation at the Ciamis Regional Civil Service Agency as well as in the Education and Training Agency has not been effective, because there are still problems such as slow verification and processing of data on submission of mutations, and lack of certainty of time regarding employee placement. Obstacles also subsisted in exercising effectiveness, among others the mismatch of employee placement against the

educational background, the competence of human resources, dissemination of information, and slow achievement of targets for the implementation of employee mutation.

Hakiki (2016) describes that the implementation of employee transfer in Makassar is based on indicators of qualification, competence, fairness, sound reason, transparency, and accountability. According to Law Number 5 of 2014, Article 2 of the Management of State Civil Apparatus, one of which is based on the principle of accountability, specifies that the transfer process can be accounted for administratively as well as from the manpower legal aspect. Employee mutation is also exercised based on the principles of a State Civil Apparatus which include commitment, moral integrity, and responsibility for public services, hence mutation is made based on considerations of trust, service, competence, academic ability, education, and employment. Performance is aimed at performance for public services with at least two years of service to create public sector accountability that can provide information for internal and external organizations. Most of the research or articles that have been analyzed have the same legal basis. The legal basis used in exercising employee mutation policy in the government is presented in the appendix.

Third Synthesis Result: Employee Placement

Placement of employees who are transferred must apply the principle of professionalism with the ability of employees to hold positions regardless of gender, ethnicity, race, religion, or certain groups to realize public governance and services with public sector accountability. Were and Ilyas (2016) explain that there are several considerations in employee placement, starting from competence, work performance, rank, without discrimination, and loyalty. However, the like or dislike system is still applied within the scope of the

Soppeng Regency Government in implementing employee mutation without bearing in mind the educational background of employees. The West Sumatra Social Affairs Office undertakes various efforts in the placement of employees, as stated in Oktaria (2013) such as by taking into account the educational background, assignments that are given, work experience, health conditions, and age of employees. This shows that employees who perform well will make a positive contribution to the goals of the organization if they are placed in a suitable work location, therefore such factors must become the attention of the superiors when adjusting employee placement to improve performance.

Employee placement is an important indicator in improving performance at the Manado Inspectorate Office which is influenced by factors such as academic achievement, work experience, medical tests, attitudes, and age of the employee concerned (Rori et al., 2014). As with Bengkalis Regional Revenue Office, Saputra et al., (2017) explain that the more accurate placement of employees with the expertise they have, the better their performance will become. Among the factors of employee placement, there are mental and physical health factors that differentiate the placement of employees applied in other agencies. In contrast to Murad (2012), which describes that the suitability of employee placement encompasses the suitability of attitudes, skills, and knowledge that affect performance. Good performance is evidenced by an increase in the quantity and quality of results as well as time efficiency in carrying out its duties and responsibilities. Fadilah et al., (2013) pointed out that employee mutation at the Gresik Regional Secretariat was carried out based on suggestions from each division requiring new employees. Subsequently, prospective employees were selected based on the needs outlined in the requirements. If the prospective employee is deemed suitable, then the indi-

vidual will be recruited as part of the unit based on performance indicators such as meeting the quality and quantity targets of performance, as well as the time to complete the work. Hence, there is a stimulating effect between the suitability of knowledge, abilities, and skills against the performance. Furthermore, Montolalu et al., (2016) express that employee placement has an effect on performance, but it is expected that the leadership will continue to improve the ability of employees and conduct periodic supervision to maintain such performance. As specified in Mulyani (2019) that placement affects employees' performance, so it may be concluded that proper placement of employees can increase employee performance. Based on the results of these studies, we can see the indicators that are considered in the placement of employees, which are summarized in Table 3.

Fourth Synthesis Result: Employee Performance

Several aspects affect the implementation of the employee mutation policy in several agencies in Indonesia, both in terms of employees and organizations, one of which is employee performance. The Financial Inspectorate Board of the Yogyakarta City Representative has not optimally implemented the employee mutation policy based on the merit system because, in its implementation, employees have not been motivated to improve their performance or to achieve target time. Despite the fact, employee mutation

still has a positive effect on employee performance (Sudiantoro, 2014). Furthermore, Prastiwi et al., (2019) express that rewards for employees play a role in motivating and binding employees because with these awards employees feel their contributions are appreciated and get recognition for their hard work and efforts. Unfortunately, this is not strictly enforced in Indonesia which results in a decrease in the service quality of public sector organizations and the performance of their employees.

Judas (2013) expresses that employee mutations can improve the performance of employees at the Regional Office of the State Directorate General of North Sulawesi and North Maluku in Manado, but the mutation is not carried out based on the employees' intention but rather according to the instruction of the leadership. Promotion, which is a form of career development, motivates employees to continue to improve their achievements and performance. As opposed to Prawira (2018) who wanted to focus his research on the poor performance of employees at the Palembang Regional Civil Service Agency. As a result, the agency wanted to get the right employees in the right location. Based on the results of the analysis and research, it can be concluded that job mutation is related to performance which includes public services and it is expected that the management can enforce the mutation policy.

Table 3. Employee Placement Indicators

Indicators of Placement	Supporting Research
Academic achievements	Rori et al. (2014); Saputra, et al. (2017); Philips (2014)
Work experience	Rori et al. (2014); Saputra, et al. (2017)
Mental and physical health	Rori et al. (2014); Saputra, et al. (2017); Philips (2014)
Attitude	Rori et al. (2014)
Age	Rori et al. (2014); Saputra, et al. (2017); Philips (2014)
Educational background	Philips (2014)

Fifth Synthesis Result: Employee Career Development

Other outcomes that arise from mutation policy in addition to the performance, one of which is a means of career development. Maulana (2019) stated that the mutation policy at Banda Aceh Secretariat was carried out effectively and had an effect on employee career development which was carried out based on a merit system. As with the mutation policy applied in West Java's High Court, Reza (2013) explained that the application of such policy aimed to fill vacant positions to put into practice Kep-116/JA/6/1983 on Organization, Structure and Work Procedure of the Public Prosecutor's Office of the Republic of Indonesia. Unfortunately, its implementation has not been effective due to limited funds. Career development is put into practice based on the Attorney General's decision and in accordance with the objective assessment of the level of education, skills, and technical abilities of employees in completing their work.

Based on the current condition of the North Barito National and Political Unity Agency, it needs to increase its internal and external roles to provide prudential service in the career development of public organizations' employees. Indicators that support employee career development include job mutation, promotion, and competence as a form of reward and employee commitment (Rakhman, Alfany, & Kurniaty 2016). Marlina (2013) says that there are indicators that affect the career development of employees at Kampar Regional Civil Service Agency, such as promotion, education and training, and employee transfer. The application of employee mutation can be a medium for developing employee careers because it can establish and expand work experience. The indicators that affect career development based on the results of the analysis conducted on the articles and are presented in Table 4.

The results of the analysis of previous studies related to policy and implementation of mutation in various government agencies in Indonesia show that there are factors in the

Table 4. Indicators that supports employee mutation

Indicator	Authors
Achievement	Andika, Jayadi, and Safriani (2019); Apriadi (2016); Gautami (2013); Mujahid and Edwar (2018); Wahyu (2014); Were and Ilyas (2016)
Discipline & Leadership	Andika, Jayadi, and Safriani (2019)
Departure	Andika, Jayadi, and Safriani (2019); Apriadi (2016); Wahyu (2014); Were and Ilyas (2016)
Professionalism	Andika, Jayadi, and Safriani (2019); Apriadi (2016); Wahyu (2014); Were and Ilyas (2016)
Educational Background & Training	Andika, Jayadi, and Safriani (2019); Mujahid and Edwar (2018); Wahyu (2014); Ibrahim and Pribadi (2014)
Work Experience & Loyalty	Andika, Jayadi, and Safriani (2019)
Period of Service & Age	Andika, Jayadi, and Safriani (2019); Ramadhan (2016)
Qualification	Andika, Jayadi, and Safriani (2019); Fadilah, Hakim, and Siswidiyanto (2013); Hakiki (2016)
Competence	Andika, Jayadi, and Safriani (2019); Apriadi (2016); Wahyu (2014); Were and Ilyas (2016); Ibrahim and Pribadi (2014); Hakiki (2016)
Performance assessment	Andika, Jayadi, and Safriani (2019); Ramadhan (2016); Hakiki (2016)
Capacity & Integrity	Apriadi (2016)
Knowledge, Abilities & Skills	Fadilah, Hakim, and Siswidiyanto (2013); Gautami (2013); Ibrahim and Pribadi (2014)

implementation of mutation policy. These factors include meeting organizational needs, putting into force policies or leadership regulations, implementing the principle of the right person in the right place, division of labor according to competencies, improving employee performance and productivity, promotion and career development, and several other goals. The target is the effort to implement various prevailing laws and regulations from national to sub-national laws. This effort will serve as a means of increasing work efficiency and to empower Civil Servants for their performance to improve. Through employee performance that continues to advance, it will certainly have an impact on public services in providing information for internal and external organizations to create public sector accountability related to transparency and information delivery as a way to fulfill public rights.

Employee performance appraisal involves other agencies authorized to assess employee performance, namely the Advisory Board for Position and Rank (Baperjakat), which in carrying out their duties and responsibilities must comply with Government Regulation Number 13 of 2002 concerning the Appointment of Civil Servants in Structural Positions. However, the implementation is still not running as it should be. This is apparent in some agencies where there are still political affiliations and kinship in the implementation of employee mutation policy and as a result creates a culture of corruption, collusion, nepotism, and bureaucratic politicization which causes public services to decline. There are still employee transfers and assignments that have not adjusted the competence of employees to their duties and responsibilities in new positions and work locations, considering that education, skills, and attitudes are not taken into consideration. The implementation of the mutation policy for civil servants certainly has an impact, both for individual employees and for organizations.

Improving employee performance is one example of the impact of implementing an employee mutation policy. The incompatibility of policies with the implementation of mutation and placements that still occur in several agencies has had a negative impact, such as an ineffective performance increase for employees, which in the long run will affect the career development of employees. Although employee transfer can be a means of adjusting the ability of employees to organizational needs based on qualifications, competencies, and performance appraisals, evaluation and improvement are still needed to achieve the goal of transfer through applicable regulations.

The mutation policy that should be carried out in government agencies in Indonesia must consider the capabilities and qualifications of employees for new positions or authorities to be assigned. First, a selection is carried out to determine candidates who are eligible for new positions, followed by training, monitoring, and evaluation to see to what extent employees can adjust to new positions and authorities, whether they can complete tasks accordingly and to be able to improve their performance in new fields. Furthermore, the process also needs to be made stricter to prevent corruption, collusion, nepotism, political affiliation, and kinship in implementing employee mutation policy in these government agencies. Figure 2 illustrates the mutation policy that applies to government agencies.

These fraudulent practice makes policies deemed unfair to some parties, resulting in the mismatch of employee placements against their qualifications, undeveloped employee performance, and a decline in employee career development. Effectiveness in its implementation is also needed to determine to what extent the mutation policy is carried out according to the stipulated regulations. Furthermore, suggestions, and recommendations from various parties also need to be consi-

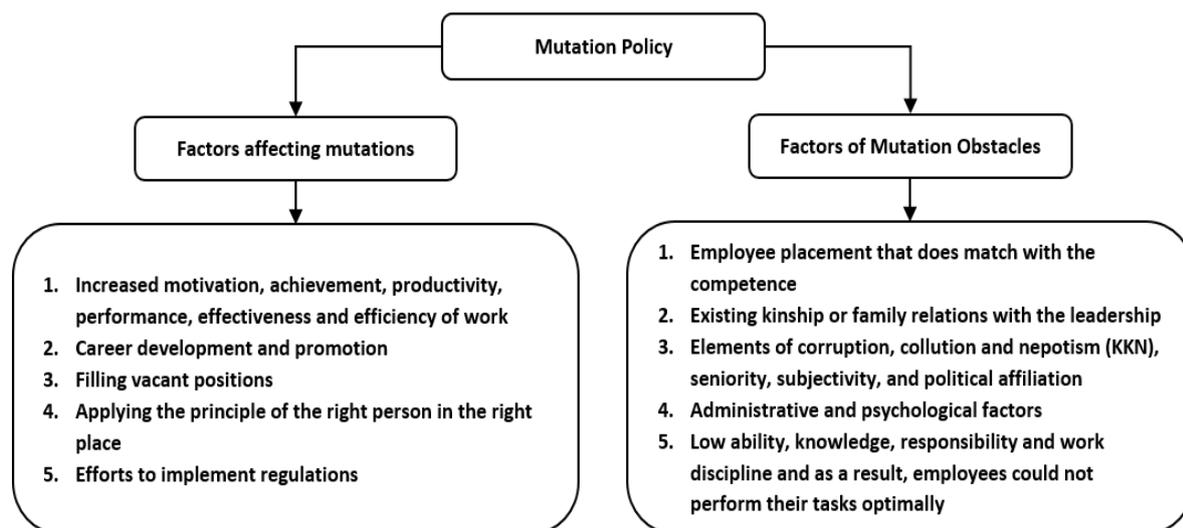


Figure 2. Mutation policy that applies to Government Agencies

dered. One of the recommendations is the research considering that research is conducted based on theory and comparing it with the reality in the field, therefore research can be taken into consideration in improving such policy.

Various regulations in Indonesia are related to employee mutation, from national to sub-national laws, but the implementation is made by the leadership/management and implementation of mutation by several agencies is still not in compliance with these regulations. The two factors that underlie the mutation, the prevailing principles, can benefit individual employees. Such as with employee placement, regulations governing employee placement have not been elaborated. It is still often that in conducting employee placement, the competence and ability of each employee does not match with their duties and responsibilities which in the long run will affect individual performance. This occurs because there are still factors of political affiliation and family relations in placing employees in new positions or work locations.

In addition to regulations related to policies and implementation of employee mutation, there are also rules and several matters that are influenced by the implementation of mu-

tation, ranging from employee behavior, work performance and productivity, facilities to increase experience and expand knowledge, to the capability of producing employees to become more creative and innovative. Similarly, standards regarding employee performance and career development are some of the factors that influence the implementation of employee mutation policies, but several previous studies have not included ways to measure performance and implementation of employee career development. The standards under this regulation have not been touched upon. Moreover, applying the principle of government employees who can provide public services is also an influential factor in the implementation of employee mutation. Concrete policy suggestions are also needed to refine future mutation policies to avoid fraud committed by unscrupulous individuals. In the long run, it will affect public services in providing information to the public, which is one of the objectives of public sector accounting, namely management control and accountability. This can be an object for further study to conduct evaluation and improvement to produce research that is useful for many stakeholders. Readers, organizations, and researchers to subsequently produce good input for agencies/organizations to adjust and refine the employee mutation policy applicable to

employees. The appropriate policies can certainly improve performance and develop the careers of its employees along with producing many other positive impacts to achieve organizational goals.

CONCLUSION

Several previous studies pointed out that the employee mutation policy imposed by several agencies in Indonesia has not been implemented effectively, resulting in the placement of employees with inappropriate competencies. Consequently, employees will find it difficult to develop and improve their performance which will have an impact on their career development. For this reason, a literature study was carried out to collect several studies related to mutation policies and their implementation, employee placement to their relationship with employee performance and career development. From this study, several conclusions can be drawn.

Firstly, employee mutation policy carried out by several agencies is based on several factors, such as increased motivation, achievement, productivity, performance, work effectiveness, and efficiency, career development and promotion, filling vacancies, applying the principle of the right person in the right place and various other factors. The supporting indicators for mutations are achievement, competence, educational background, rank, and so on. Secondly, several legal foundations that serve as guidelines in the implementation of mutation policy, from national to subnational legislation becomes applicable policies. However, in its implementation, there is still corruption, collusion, nepotism, political affiliation, family connections, and close relations with leadership. Thirdly, the placement of employees is based on academic achievement, work experience, physical and mental health, attitude, age, and educational background but it has not been imple-

mented to its fullest because there are still employees who are not being placed according to the competence of their employees.

Fourth, mutations made based on a merit system are indicated to improve employee performance encompasses public services to provide information to the public. Such information is the right of the public as a form of transparency to create public sector accountability. Finally, another mutation goal is a platform for career development and employee promotion to continuously add experience and broaden knowledge and to produce more creative and innovative employees. Employees with good knowledge and competence will certainly help the organization to achieve organizational goals.

These matters need to be the focus of the leadership and conduct further research to carry out more in-depth and detailed research related to employee mutation policy imposed on these civil servants. There are suggestions and input for further research, namely related to the implementation of mutation policies and various regulations that serve as guidelines for employee mutation, implementation effectiveness, service quality to create public sector accountability, to measures and standards for improving performance and career development which are the factors that are affected by the mutation policy. Suggestions related to mutation policies that can be applied to various government agencies in Indonesia must be executed fairly, starting from the selection process, coaching, to the placement of employees. Employee competencies also need to be considered in occupying new positions and powers with the purpose to improve their performance and develop their careers. Training to evaluation can also be used as a means of assessment in viewing to what extent can employees adjust to the new work environment with many changes, both in terms of job descriptions, direct leadership, assign-

ments, and so on. The process also needs to be strengthened to avoid fraud and political affiliation to achieve goals based on the principle of the right person in the right place.

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APPENDICES

Appendix 1. Synthesis of Legal Foundation Policies and Implementation of Employee Mutation

Legal Basis	Research
Law Number 8 of 1974 on Principles of Civil Service	Akbar (2018); Gautami (2018); Sudiantoro (2014); Philips (2014); Ramadhan (2016)
Law Number 41 of 2007 on Regional Apparatus Organization	Akbar (2018)
Government Regulation Number 9 of 2003 on the Authority of Appointment, Transfer and Dismissal Civil Servants	Akbar (2018); Andika, Jayadi, and Safriani (2019); Apriadi (2016); Mujahid and Edwar (2018); Rakhman et al. (2016); Sudiantoro (2014); Philips (2014); Hakiki (2017); Yena (2012)
Law Number 43 of 1999 on Principles of Civil Service	Akbar (2018); Andika, Jayadi, and Safriani (2019); Apriadi (2016); Gautami (2018); Mahda, Lengkong, and Laloma (2016); Sudiantoro (2014); Wahyu (2014); Ibrahim and Pribadi (2014); Marlina (2013); Yena (2012)
Statement Letters 820/BK-PSDM/003/I/2017 and 820/BK-PSDM/004/2017	Andika, Jayadi, and Safriani (2019)
Law Number 5 of 2014 on State Civil Apparatus	Andika, Jayadi, and Safriani (2019); Apriadi (2016); Mujahid and Edwar (2018); Were and Ilyas (2016); Ibrahim and Pribadi (2014); Maulana (2019); Hakiki (2016)

Legal Basis	Research
Government Regulation Number 100 of 2000 on the Appointment of State Civil Servants in the Structural Positions	Andika, Jayadi, and Safriani (2019); Apriadi (2016); Bataha (2013); Mujahid and Edwar (2018); Nugroho (2013); Sudiantoro (2014); Wahyu (2014); Were and Ilyas (2016); Ramadhan (2016)
Regulation of the Ministry of State Apparatus Empowerment and Bureaucracy Reform of the Republic of Indonesia Number 13 of 2014 on the Procedures for Filling High Leadership Positions Openly in Government Agencies	Andika, Jayadi, and Safriani (2019); Mahda, Lengkong, and Laloma (2016); Montolalu, Kawet, and Nelwan (2016); Rakhman et al. (2016)
Law Number 11 of 2017 on the Management of Civil Servants	Apriadi (2016); Maulana (2019)
Regent Decree Number 67 of 2018 on Organizational Structure and Working Procedures	Apriadi (2016)
Nganjuk Regent Regulation Number 17 of 2009 on Details of the Duties, Functions and Work Procedures of the Inspectorate, Regional Development Planning Agency and Nganjuk Regional Technical Institution	Gautami (2018)
Government Regulation Number 46 of 2011 on Performance Assessment of Civil Servants	Gautami (2018)
Government Regulation Number 99 of 2000 concerning Promotion of Civil Servants	Rakhman et al. (2016); Ibrahim and Pribadi (2014)
Law Number 23 of 2014 on Regional Government	Rakhman et al. (2016)
Ciamis Regent Regulation Number 13 of 2009 on Details of Main Duties and Organizational Functions at Regency Technical Agencies	Rakhman et al. (2016)
Government Regulation Number 8 of 2003 on Guidelines for the Regional Apparatus Organization	Sudiantoro (2014)
Government Regulation Number 13 of 2002 on Appointment and Dismissal of Civil Servants from Structural Positions	Wahyu (2014); Were and Ilyas (2016)
North Luwu Regent Regulation Number 16 of 2011 on the Advisory Council for Position and Rank	Wahyu (2014)
Law Number 32 of 2004 on Regional Government	Philips (2014), Marlina (2013)
Regulation of the Minister of Law and Human Rights M.04/PW.07.03 of 2007 on the Instructions for the Appointment, Transfer and Dismissal of Appointments and Dismissal of Civil Servant Investigators	Philips (2014)
Kep-116/JA/6/1983 on the Organizational Structure and Work Procedure of the Republic of Indonesia Public Prosecutor's Office	Reza (2013)
Government Regulation Number 53 of 2010 on Civil Servants Discipline	Hakiki (2016)
Decree of the Head of the National Civil Service Agency Number 21 of 2010 on Civil Servant Rules	Hakiki (2016)
Decree of the Head of the State Personnel Agency Number 13 of 2003 concerning the Authority to Appoint, Transfer and Dismiss Civil Servant	Hakiki (2016)

Appendix 2. Barriers in the Implementation of Employee Mutation

Barriers in the Implementation of Employee Mutation	Authors
The role of the Position and Rank Advisory Body as an assessment body has not been optimal	Akbar (2018); Apriadi (2016)
Employee mutation is put to practice as a form of punishment for employees	Akbar (2018)
The purpose of the mutation has not been effective	Akbar (2018); Gautami (2018)
There is still government official's interference in determining employee mutation	Andika, Jayadi, and Safriani (2019)
Some employees volunteered to be transferred for personal reasons which contradicts the Civil Service oath	Andika, Jayadi, and Safriani (2019)
There are vacant positions that are not filled due to the absence of officials who could not meet the requirements as they do not have the competence	Andika, Jayadi, and Safriani (2019)
Employee placement that does not match with their competence and level	Andika, Jayadi, and Safriani (2019); Apriadi (2016); Gautami (2018)
Family connections, close relations with leaders as well as like and dislike	Andika, Jayadi, and Safriani (2019); Wahyu (2014)
There are elements of corruption, collusion and nepotism, seniority, subjectivity and political affiliation in the implementation of employee mutation	Gautami (2018); Wahyu (2014)
Administrative and psychological factors	Andika, Jayadi, and Safriani (2019); Apriadi (2016); Nugroho (2013)
Lack of civil servants	Apriadi (2016)
The employee mutation policy is still based on seniority system	Apriadi (2016)
The low ability and knowledge of employees as well as lack of responsibilities and work discipline. As a result, their performance are not optimal	Gautami (2018); Rakhman, et al. (2016)
Dissemination of information on the implementation of mutation	Rakhman, et al. (2016)