Analysis of the mutation at Head Office Badan Kepegawaian Negara

Junica Andreani[1], Susan Febriantina[2], Terrylina Arvinta Monoarfa[3]

[1]Departemen of Digital Office Administration, State University of Jakarta

[2]Departemen of Digital Office Administration, State University of Jakarta

[3]Departemen of Digital Business, State University of Jakarta

Abstract

The background of this research contains employee mutation at the Head Office Badan Kepegawaian Negara. The aim of this research is to analyze the operational standards of mutation procedures at the Head Office Badan Kepegawaian Negara, analyze and understanding the mutation process and to recognizing any obstacles that exist when the mutation takes process at the head office of Badan Kepegawaian Negara.

This research uses qualitative research methods to describe the problems and research focus. Using data collection techniques in the form of interviews, observation and document analysis, this type of research uses a study case approach. The subject of this research is informants, this research uses informant selection techniques using a non-probability sampling method with a proportional sampling method. This research uses two types of triangulation, which are technical triangulation and source triangulation.

Keyword: mutation; pns; procedure

1. Introduction

According to the Law of the Republic of Indonesia Number 30 of 2014 concerning State Administration (Republik Indonesia, 2014), government functions cover various aspects, from maintaining political stability to ensuring public services and sustainable development. One of the main functions of the government is the formation of policies and laws. The government has the responsibility to make regulations that cover various aspects of people's lives, including the economy, education, health, and the environment. These policies and laws are needed to create fair and just societal rules.

The government is closely related to the State Civil Apparatus (ASN) or Civil Servants (PNS). According to the Implementing Regulations of Government Regulation Number 94 of 2021 concerning Civil Servant Discipline (Republic of Indonesia, 2021), the role of civil servants includes the preparation and implementation of policies, public services, and maintaining government stability. The government, as the main decision-maker, relies on the professionalism and commitment of ASN in carrying out their duties. Policy formation is a collaboration between the government and ASN. In this context, close relationships are established to ensure that the policies produced are in line with community needs and suitable for Indonesian society.

ASN has a major role in maintaining the stability and smoothness of government administration in Indonesia. They are involved in various sectors, including health, education,

finance, and infrastructure. Civil servants also play a role in maintaining political and social stability. They are the backbone of implementing national policies, providing legal certainty, and administering government with principles of efficiency and transparency. ASN is also responsible for maintaining neutrality and professionalism in their duties. One of the factors to improve employee performance is mutation. One of the benefits of mutation is to increase employee work productivity (Hasibuan, 2017). The mutation system is not only found in companies but also in the governmental sector, where employee transfers occur. According to the regulations of the State Civil Service Agency of the Republic of Indonesia Number 5 of 2019 concerning Procedures for Implementing Mutations (State Civil Service Agency, 2019), mutation is a transfer of duties or locations within one Central Agency, between Central Agencies, one Regional Agency, inter-Regional Agencies, inter-Central and Regional Agencies, and to representatives of the Indonesian State abroad and at their request. Mutations can be carried out for several reasons, such as organizational needs, increased performance, or the interests of the civil servant.

The State Civil Service Agency (BKN) in Indonesia has a strategic role in managing policies and implementing civil servant transfers. In Civil Service Agency Regulation Number 29 of 2020 concerning the Organization and Work Procedures of BKN, one of the functions of BKN is organizing transfers, dismissals, and retirements, as well as the legal status and position of civil servants. Transfers are an important instrument in personnel management that aim to increase organizational effectiveness, adapt to changing needs, and ensure the optimal utilization of human resources. BKN, as the central institution in personnel management in Indonesia, has a pivotal role in improving the mutation system. BKN needs to ensure good coordination with local government agencies and related institutions. Apart from that, BKN is also responsible for providing guidance, training, and periodic evaluations to ensure that the mutation system runs well and follows national policies. The implementation of information technology can contribute significantly to increasing the efficiency of the mutation system. An integrated information system can simplify data processing, minimize errors, and provide fast and accurate information to all parties involved in the mutation process.

Badan Kepegawaian Negara (BKN) in Indonesia has a strategic role in managing policies and implementing civil servant transfers. In Civil Service Agency Regulation Number 29 of 2020 concerning the Organization and Work Procedures of BKN. one of the functions of BKN is organizing transfers, dismissals and retirement, as well as the legal status and position of civil servants. Transfers are an important instrument in personnel management which aims to increase organizational effectiveness, adapt to changing needs, and ensure optimal utilization of human resources. BKN as the central institution in personnel management in Indonesia has a central role in improving the mutation system. BKN needs to ensure good coordination with local government agencies and related institutions. Apart from that, BKN is also responsible for providing guidance, training and periodic evaluations to ensure that the mutation system runs well and is in accordance with national policies. The implementation of information technology can make a major contribution to increasing the efficiency of the mutation system. An integrated information system can simplify data processing, minimize errors, and provide fast and accurate information to all parties involved in the mutation process.

2. Literature Review
2.1 Mutasi

Mutation is a change in position/place/work carried out both horizontally and vertically within an organization. Mutations are included in the employee development function because the purpose of mutations is to improve the performance of employees in a company or agency (Hasibuan, 2017). Additionally, a mutation is the transfer of an employee from one job to another position with the same salary, responsibilities, and organizational level (Simamora, 2016).

Mutation is a change in position/place/work carried out both horizontally and vertically (promotion/demotion) within an organization. Mutation is included in the work development function because the aim is to increase work efficiency and effectiveness in the company (Nashar, 2014).

A mutation or transfer occurs when an employee is moved from one position to another where the payment, responsibilities, and organizational level are the same or relatively the same (Kartawan et al., 2017). According to the regulation of the State Civil Service Agency of the Republic of Indonesia Number 5 of 2019 concerning Procedures for Implementing Mutations (State Civil Service Agency, 2019), a mutation is a transfer of assignment or location within one Central Agency, between Central Agencies, one Regional Agency, between Regional Agencies, between Central Agencies and Regional Agencies, and to representatives of the Indonesian State abroad, at their request.

In a narrow sense, mutation or transfer is defined as moving from one position to another, not higher or lower, but also from one level to another. Broadly speaking, mutation is the concept of changing positions/place/work both horizontally and vertically within an organization or company (Hj Sabrina, 2021).

2.2 Theory 2

The transfer system process involves structured steps for transferring employees from one position or work location to another within an organization. These steps include the submission of a transfer request by the employee, evaluation of qualifications and competencies by the human resources management unit, adjustment to organizational needs, approval by the direct superior or management, and official notification to the concerned employee (Amri, 2020).

Additionally, the transfer process in an organization involves steps such as the identification of organizational needs, announcement of available positions, submission of transfer requests by employees, evaluation of qualifications by the Human Resources unit, placement adjustments, approval of transfers by management, and notification to the concerned employees (Surachman, 2019). In the job transfer system process, several parties are involved in the decision-making process, implementation, and impact:

1. **Company Leaders**: They have a strategic role in determining the transfer policy that will be implemented. Transfer policies must be adjusted to the company's business strategy and long-term goals (Yusnita, 2021).
2. **Employees**: Those who will be transferred are directly involved in the mutation process. They have the right to submit a transfer request and be informed of the decisions made

regarding their new placement. Employee involvement in the mutation decision-making process can increase the acceptance and success of the mutation (Astuti, 2020).

3. **Direct Superiors**: They have an important role in the job transfer process. They provide recommendations or evaluations of transfer applications submitted by their subordinates based on their performance and qualifications (Sutisna, 2019).

4. **The Human Resources Unit**: This unit has a central role in managing job transfers, including facilitating the transfer application process, evaluating employee qualifications, and preparing placement plans that suit the needs of the organization (Surachman, 2019).

3. Material and Method

The method the author uses is a qualitative research method to describe the problem and research focus. This research was conducted using various qualitative data collection techniques, such as in-depth interviews, observation, and document analysis (Nasution, 2015). This type of research uses a case study approach, which involves investigating a specific incident without any manipulation.

3.1 Design Study

The subjects in this research were informants. This research used informant selection techniques with a non-probability sampling method, specifically purposive sampling. Non-probability sampling is a technique that does not provide equal opportunities for each element in the population to be selected as a sample (Sugiyono, 2017). Purposive sampling is a technique chosen based on certain considerations, such as knowledge, skills, or experience relevant to the phenomenon being studied. This technique allows researchers to select the most representative and informative informants for their research (Sudrajat, 2015). In this method, the researcher selects specific informants who are relevant to the research. In purposive sampling, researchers selected employees who had work experience in handling employee transfers for at least two years. The unit of analysis for this research is employees in the human resources bureau. This is related to the topic discussed by the author, namely the analysis of the mutation system at the BKN Head Office. The informants the researchers interviewed were four people in the human resources bureau.

3.2 Data Analysis

In maintaining research quality, researchers use two types of triangulation: technical triangulation and source triangulation. In technical triangulation, researchers compare the results of data collected from observations and interviews. In source triangulation, researchers ask related questions to several previously selected informants. In this research, the data and information obtained from interviewed informants have relevant objectives and problems. Researchers use this method to ensure the accuracy of information and data related to the research topic. There are four steps in analyzing data: data collection, data reduction, data presentation, and drawing conclusions.
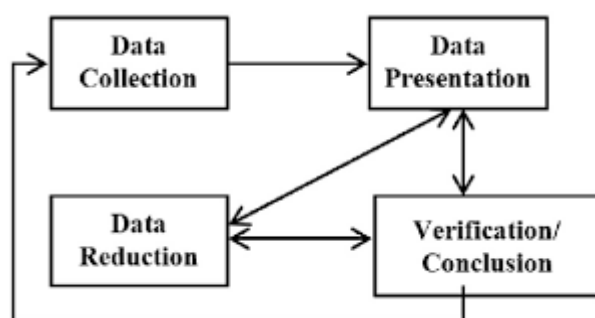
Figure 1. Data Analysis Technique

4. Result

There were four participants in the interview activities that the author conducted. Researchers conducted interviews at the Human Resources Bureau, especially with employees who handle transfers at the Head Office of Badan Kepegawaian Negara.

Table 1. Hasil Wawancara

No.	Pertanyaan	Hasil Jawaban
1	What is the standard operating procedure (SOP) for applying for a mutation at the BKN Head Office?	All informants, representing 100%, said the same thing regarding the mutation procedure. A total of four people explained that the internal transfer procedure requires employees who wish to apply for a transfer to make a transfer application letter. This letter is then proposed by their direct superior, who provides approval through a statement of approval for the employee's transfer. The superior also makes a statement that the agency is not lacking in employee formation, allowing the employee to be transferred. This transfer proposal, along with the complete letter, is then submitted to the Human Resources Bureau. The Human Resources Bureau summarizes the data of the employee who submitted the transfer request and recaps the agency or unit where the employee intends to transfer to ensure there is an available position. This mutation proposal is brought to the leadership meeting to obtain approval from the leaders regarding the proposed mutation. If the leadership approves the mutation proposal, the Human Resources Bureau will issue a Decision Letter approving the mutation. If the mutation is rejected, the Human Resources Bureau will issue a letter rejecting the mutation, stating the reason for the rejection.
2	Are there service standards for handling mutations at the BKN Head Office? can you explain	All informants, representing 100%, stated the same thing regarding transfer service standards at the National Civil Service Agency Head Office. A total of four people indicated that there are no service standards and no official regulations regarding mutation service standards during the mutation process. The duration of the mutation process cannot be confirmed or predicted; it depends on the leadership meeting schedule, as the mutation proposal is discussed and decided during these meetings.
3	How can employees ensure that the transfer	80% of respondents stated that the transfer process is conducted fairly and transparently. This transparency is evident during leadership

	process is conducted fairly and transparently?	meetings, where decision-makers explain the reasons for rejecting a transfer request. They present the data and reasons for the rejection, ensuring the process is fair and transparent. However, 20% of respondents believe the transfer process is not yet fair and transparent because there is no application to manage internal transfers. As a result, employees who apply for transfers cannot monitor the progress of their requests.
4	What are the stages typically involved in the employee transfer process at the BKN Head Office?	All informants, or 100% of them, stated the same thing regarding the mutation process at the BKN Head Office. Four informants mentioned that the initial step for employees wishing to request a mutation is to submit a mutation application letter approved by the head of the agency or unit. Subsequently, this proposal letter is forwarded to the HR Bureau, which then analyzes whether the division or institution being targeted needs employees or has vacant positions. Afterward, this mutation proposal is presented during a leadership meeting to obtain approval and consensus among the leaders.
5	Apa saja dokumen atau formulir yang diperlukan dalam proses mutasi pegawai pada Kantor Pusat BKN?	sebanyak 80% pada menyatakan bahwa dokumen yang diperlukan adalah surat persetujuan mutasi pegawai dari pimpinan atau atasan di unit atau instansi yang berkaitan, selain itu 20% menyatakan lampiran pendukung untuk pengajuan mutasi adalah Sasaran Kinerja Pegawai (SKP), dan lampiran lainnya adalah bukti dari alasan pegawai mengajukan mutasi seperti surat keterangan rumah sakit jika alasan pegawai mengajukan mutasi adalah karena orang tua sakit.
6	What are the main obstacles in implementing employee mutations at the BKN Head Office?	80% of informants stated the same thing regarding the obstacles in the mutation process at the BKN Head Office, with three indicating that the main obstacle is scheduling leadership meetings. In previous interviews, it was explained that mutation decisions are made during these meetings, which necessitate waiting until all leaders have available schedules to attend. This scheduling challenge makes it difficult to convene leadership meetings. Additionally, one informant added that another obstacle is the lack of an application or system to handle mutations, resulting in inefficient and unpredictable decision-making timelines for mutations.
7	In your opinion, what are the inhibiting factors in implementing mutations at the BKN Head Office?	Eighty percent of respondents indicated that the main obstacle in the transfer process was the busy schedules of leaders, which prevented them from finding free time to schedule leadership meetings. Additionally, conflicting schedules among leaders further complicated the determination of meeting times. Meanwhile, 20% of informants mentioned that another obstacle in the mutation process was the low priority given to internal mutations or self-proposed mutations during leadership meetings, resulting in prolonged processing times for mutation proposals.

5. Discussion

The transfer application procedure at the Badan Kepegawaian Negara (BKN) Head Office involves several stages that employees must navigate. This procedure requires

involvement from multiple parties and the preparation of various documents. Employees seeking transfer must complete an application form detailing their reasons for requesting the transfer. Additionally, they must submit a transfer request letter endorsed by the head of their current unit or agency. Alongside the approval letter, a statement from the head confirming that the agency has sufficient staffing is also required. This ensures that the transfer will not disrupt operations at the original agency. Once all documents are prepared, employees submit them to the HR Bureau. Here, the bureau reviews the transfer requests and assesses whether the destination agency requires additional staff and has vacancies suitable for the requesting employees. The mutation proposal is then discussed in a leadership meeting to obtain approval. This meeting evaluates factors such as the staffing needs of the destination agency and the impact on the originating agency. Discussions involve heads of relevant units and the Human Resources Bureau. The importance of these discussions lies in their role in deciding whether to approve the transfer request, considering organizational evaluations and needs (Sutrisno, 2019). If approved, the HR Bureau issues an official Transfer Decree (SK), providing the legal basis for the employee's move. If rejected, the bureau issues a letter explaining the reasons for denial. Reasons may include continued high demand for employees at the originating agency or full capacity at the destination agency. The outcomes of these meetings are documented in an official decision letter. This letter includes the rationale for approving or rejecting the mutation request, along with a timeline for implementing the transfer if approved (Setyawan & Kurniawati, 2020).

The informant noted that currently, employees cannot directly monitor the mutation process because there is no application handling internal mutations. Employees typically have to inquire directly with the Human Resources (HR) bureau to check the status of their transfer applications. This underscores the need for a more transparent and accessible system for employees to monitor their application statuses. Developing an application or internal information system would enable employees to monitor the status of their transfer applications in real time. Such an application could provide information on process stages, responsible parties, and estimated completion times. Several informants explained that the transfer process is discussed during leadership meetings. These meetings assess whether the targeted unit or position genuinely requires additional staff. Decisions to approve or reject transfers are based on organizational needs and decided collectively by leadership. To enhance transparency, documenting the outcomes of leadership meetings discussing the transfer process is crucial. This documentation should be disseminated to employees applying for transfers, detailing the rationale behind each decision, whether approval or rejection. Transparency can be further enhanced by establishing clear protocols outlining decision-making processes and involved parties. The informant stressed the importance of providing explanations to employees regarding the reasons for rejecting transfer requests. Typically, rejections stem from units that do not require additional staff or original units that still need these employees.

The process of fair and transparent employee transfers requires an effective monitoring system, clear communication, and openness in decision-making. Currently, limitations in monitoring the transfer process indicate the need for developing applications that support transparency and information accessibility for employees. Furthermore, leadership meetings discussing transfer requests should be followed by documentation and dissemination of the decisions to the employees. By providing clear and constructive explanations regarding the reasons behind

transfer decisions, organizations can enhance employee trust and ensure that the transfer process is fair and transparent. This process necessitates several supporting documents and forms.

Based on interviews with four informants, they emphasized the importance of attaching evidence supporting the reasons for an employee's transfer request. For instance, if the transfer reason is due to a sick parent, a medical certificate from the hospital or medical records is required. If the transfer reason is to follow a spouse, a certificate of the spouse's employment is necessary. These documents serve to strengthen the transfer request by providing concrete evidence of the reasons behind it. Additionally, a statement from the unit leader approving the transfer request is crucial. This letter indicates that the original unit leader does not object to the employee's transfer and ensures that the unit is not understaffed due to this transfer. This document ensures that the transfer request has received internal approval and does not disrupt the original unit's operations.

Informants also mentioned that employees typically attach their Civil Servant Appointment Letter as proof that they have been civil servants for several years. This document helps verify the employee's status and tenure. It is used to confirm that the employee requesting the transfer has a legitimate civil servant status and has met the minimum tenure requirements. Another informant added that the Employee Performance Targets (SKP) for the past two years are also typically attached. The SKP shows the employee's performance achievements over a specific period and is a requirement for a transfer request. The SKP is used to assess the employee's performance and ensure that they are suitable for being transferred to a new unit or position based on their achievements (Hidayat, 2019). Supporting documents such as performance reports and recommendation letters ensure that the transferred employee has the qualifications required for the new position.

The employee transfer process at the BKN Central Office requires several essential supporting documents and forms to ensure that the transfer request is legitimate and well-founded. These documents include evidence for the transfer reason, a statement from the leader, the Civil Servant Appointment Letter, and the Employee Performance Targets (SKP). Consistency in these document requirements shows a standardized procedure in the transfer process, even though there is no official service standard regulating it in detail.

All informants stated that there are currently no official regulations or service standards governing the transfer process at the BKN Central Office. The absence of regulations indicates that the transfer process is not formally regulated within a standard framework. Informants also revealed that the duration of the transfer process cannot be determined. This is because transfer decisions are highly dependent on leadership meetings, which are scheduled unpredictably and depend on the leaders' agendas. This uncertainty can cause discomfort and confusion among employees requesting transfers. The lack of service standards can affect the transparency and accountability of the transfer process. Employees may feel unclear about the steps and time required for their transfer process. This can lead to dissatisfaction and the perception that the process is unfair or not transparent. Without clear service standards, the efficiency of the transfer process can be hindered. Uncertainty in leadership meeting schedules and the time needed to make decisions can cause unnecessary delays. This not only disadvantages the concerned employees but can also affect the overall organization's operations. Employees requesting transfers need certainty and clarity regarding the process and the time required. The

importance of prompt handling of transfer requests, clear time standards for each stage of the transfer process, from submission to final decision (Yuniarsih & Suwatno, 2016). Without clear service standards, employees lack definite guidance on what to expect, which can affect their career planning.

Informants highlighted that one of the main obstacles is the difficulty in scheduling leadership meetings. Leadership meetings are crucial moments where decisions regarding employee transfers are made. However, the lack of official and fixed schedules for leadership meetings causes uncertainty. To hold a leadership meeting, all leaders must have simultaneous free time, which is often challenging to achieve. This results in delays in making decisions related to employee transfers.Informants added that in leadership meetings, internal transfers are not a top priority. Many other issues and agendas are considered more urgent and important, so discussions on employee transfers are often neglected or postponed. This causes the transfer process to be slow due to a lack of attention and priority from the leaders. Informants also revealed that the absence of a specific application or system handling the employee transfer process is a significant obstacle. A transfer information system helps improve the transfer process efficiency by automating workflows and reducing administrative errors, thereby reducing operational costs (Laudon, 2016). Without an integrated and efficient system, the transfer process becomes slow and unpredictable regarding its completion. The lack of supporting technology means that various stages in the transfer process must be done manually, which naturally takes longer and is prone to administrative errors. The administrative factor encompasses all aspects related to the requirements that must be met before carrying out the transfer, which are interconnected (Nugroho et al., 2021).

From the informants' statements, it is evident that the main issues in implementing employee transfers at the BKN Central Office are related to managerial and technical aspects. There is a need for official regulations governing the period and schedule of regular leadership meetings. For example, establishing that leadership meetings are held monthly during a specific week so that all leaders can prepare their free time in advance. With a structured schedule, the decision-making process regarding transfers can be conducted more quickly and efficiently. To ensure that employee transfers receive proper attention, it is important to prioritize the discussion of transfers in leadership meetings. This can be achieved by making employee transfers a mandatory agenda item in every leadership meeting. Developing or adopting an integrated employee transfer management application or system would greatly help in speeding up the transfer process. This system can track transfer status, manage documents electronically, and provide automatic notifications to related parties about the transfer's progress. With this technology, the transparency and efficiency of the transfer process will significantly increase. The use of technology can assist in the transfer decision-making process; a good information system enables more effective and transparent monitoring, as well as accurate documentation of each stage of the transfer process (Setyawan & Kurniawati, 2020).

6. Conclusion, Implication, and Recommendation

1. The procedure for employee transfers at the BKN Central Office begins with the submission of an application by the employee, followed by approval from their immediate supervisor, analysis by the Human Resources Bureau, discussion in leadership meetings, and concludes with the issuance of a Decision Letter (SK) or rejection. The importance of

complete documentation and approval from various parties in the transfer process demonstrates an effort to ensure transfers are made with careful consideration and do not disrupt the operations of the relevant agency.

2. The transfer process at BKN involves the submission of an application, leadership approval, organizational needs analysis, and decision-making in leadership meetings. This process shows a structured procedure but is not yet supported by official service standards. The absence of official service standards leads to uncertainty in the duration and procedure of transfers, affecting transparency, efficiency, and certainty for employees.

3. Some main obstacles faced in the transfer implementation include the difficulty in scheduling leadership meetings, lack of priority given to transfers in leadership meetings, and the absence of a specific application or system to manage the transfer process. The uncertainty of leadership meeting schedules and the slow decision-making process result in delays in transfer implementation, causing discomfort and confusion for employees.

The theoretical implications of this research indicate that the implementation of transfers at the Central Office of the National Civil Service Agency (BKN) has been running well. The Standard Operating Procedures at the National Civil Service Agency have been implemented according to existing theoretical studies. Furthermore, the current transfer process at the BKN Central Office aligns with existing theoretical studies. This research emphasizes the importance of fairness and transparency in the transfer process, supporting the organizational justice theory that perceptions of fairness in organizational processes can enhance employee trust and satisfaction. The research findings also highlight that while the transfer implementation at the BKN Central Office is functioning well, there are still challenges related to the speed of the process. The transfer procedure has been adequately conducted, including providing clear and constructive explanations to employees regarding the reasons for rejecting transfer requests. This approach helps employees understand decisions and improves transparency.

Recommendation for the Future research should encompass a broader scope to investigate a wider range of issues and solutions. A more in-depth study will provide more extensive information and new insights regarding employee transfers. Expanding the scope of research can uncover additional challenges and potential strategies for improvement.

Recommendation for the BKN Institution:

1. Develop and Implement Official Service Standards:

    BKN needs to develop and implement official service standards for the employee transfer process. These standards should include clear processing times, the stages to be followed, and the parties responsible at each stage. This will help in setting clear expectations and improving the overall efficiency and transparency of the process.

2. Implement a Transfer Management Information System:

    BKN should implement a transfer management information system accessible to employees for real-time monitoring of their application status. This system can also be used to organize leadership meeting schedules more structurally and efficiently. By automating workflows and providing timely updates, this system will reduce administrative errors and enhance the overall efficiency of the transfer process.

3. Communicate Leadership Meeting Results:

The documentation of leadership meeting results discussing the transfer process should be communicated to the employees who submitted the transfer requests. This information should include the reasons behind each decision, whether it is an approval or a rejection. Providing clear and constructive explanations will help employees understand the decisions made and will increase transparency.

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