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An Analysis of the Rotation and Mutation Mechanism of State Civil Apparatus Positions

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Abstract

The implementation of State Civil Apparatus (*Aparatur Sipil Negara*/ASN) rotation and mutation policies supports bureaucratic professionalism, organizational effectiveness, and merit-based management, but faces challenges in transparency, communication, political influence, and human resource capacity. The objective of this study is to analyze ASN rotation and mutation mechanisms in Sukabumi City, focusing on transparency, decision-making, and compliance with merit-based principles and regulations. This study applied a qualitative descriptive method using interviews and documentation analysis, with data analyzed through reduction, presentation, and conclusion drawing. The findings show that the implementation of rotation and mutation policies has been strengthened by clear regulations, technology-based talent management systems such as I-MUT and SIMATA ASN BKN, nine-box talent mapping, and competency-based assessment mechanisms. These systems improve transparency, objectivity, and efficiency in personnel placement. However, several challenges remain, including limited ASN regeneration due to retirement and recruitment imbalance, communication barriers, limited information disclosure to employees, lengthy bureaucratic procedures, and the potential influence of political considerations in final decisions. The study concludes that effective implementation requires not only regulations and digital systems but also strong communication, leadership commitment, and consistent merit principles. This research contributes insights into merit-based personnel management and supports more transparent, accountable, and professional bureaucracy.

Keywords

Merit-Based Principles, Mutation, Rotation, State Civil Apparatus, Talent Management System, Transparency.

1. Introduction

Human resources are a key asset in public organizations because government performance depends on the competence, placement, and development of civil servants. Therefore, effective management of the State Civil Apparatus (*Aparatur Sipil Negara/ASN*) is essential to achieve organizational goals and improve public service quality. Job rotation and mutation serve as important mechanisms to optimize performance, expand experience, develop competencies, and maintain organizational adaptability in responding to public service demands (Fahmi, 2017; Haryoto et al., 2023). These practices support the development of a professional bureaucracy based on good governance and merit-based administration (Pasolong, 2019; Suganda et al., 2025).

In Indonesia, ASN rotation and mutation are regulated through Law Number 20 of 2023 concerning the State Civil Apparatus, which requires ASN management to apply a merit system based on professionalism, objectivity, fairness, and competency. This principle is reinforced by Government Regulation Number 17 of 2020 concerning Civil Servant Management, which states that career development, promotion, and mutation must consider qualifications, competencies, performance, and organizational needs. The merit system also aims to prevent political intervention and non-professional practices in personnel management (Dewi et al., 2026).

Despite the existence of comprehensive regulations, studies have shown that the implementation of rotation and mutation policies in many local governments remains inconsistent with merit system principles. Mutations are often conducted within relatively short periods and may be influenced by non-technical factors, including political dynamics and administrative interests, rather than objective competency assessments (Mujahid & Edwar, 2018). Furthermore, the utilization of job analysis and workload analysis as the basis for personnel placement is frequently inadequate, resulting in mismatches between employee competencies and assigned positions. These conditions may reduce organizational stability, lower employee motivation, and weaken public trust in government personnel management (Nuraini et al., 2025).

The case of Sukabumi City provides a relevant context for examining these issues. As of December 2025, the city employed 3,627 civil servants, including 513 structural officials, 2,337 functional officials, and 777 implementing staff. Although the majority of personnel were engaged in direct public service delivery, structural officials remained critical for organizational coordination, supervision, and decision-making. In 2025, the Sukabumi City Government conducted six rounds of structural official appointments involving 191 officials, with intervals ranging from four months to only three weeks. The largest appointment, held on 29 October 2025, involved 120 officials. Such frequent personnel movements raise concerns regarding compliance with minimum tenure regulations and the consistency of merit system implementation. Excessive rotation may undermine policy continuity, disrupt organizational learning, and limit employees' opportunities to demonstrate performance in their assigned positions (Manshur, 2024).

These concerns have been reinforced by public criticism regarding the transparency of ASN rotation and mutation processes in Sukabumi City. Local legislative representatives have questioned the openness and accountability of personnel management practices implemented by the Regional Civil Service and Human Resource Development Agency (*Badan Kepegawaian dan Pengembangan Sumber Daya Manusia/BKPSDM*). Transparency is a fundamental component of merit-based personnel management because it ensures that appointment decisions are based on measurable criteria such as competence, qualifications, performance, and organizational requirements rather than subjective considerations (Utama et al.,

2023). At the same time, BKPSDM faces internal challenges related to human resource capacity (Hutapea, 2024). Approximately 120 ASN retire annually, while the number of newly recruited civil servants is significantly lower. This imbalance potentially affects the agency's ability to conduct comprehensive competency assessments, monitor tenure compliance, and effectively manage mutation proposals.

Although previous studies have examined ASN rotation and mutation in Indonesian local governments, limited evidence explains how these mechanisms operate in Sukabumi City, where frequent personnel changes, transparency concerns, and merit system challenges coexist (Mujahid & Edwar, 2018; Maulana, 2024; Nuraini et al., 2025). Prior research has primarily focused on legal aspects, employee perceptions, or talent management, providing limited insight into how regulatory provisions are translated into implementation practices. This study seeks to provide a contextual understanding of how personnel management policies are translated into practice at the local government level. The objective of this research is to analyze the mechanism of ASN job rotation and mutation in Sukabumi City, particularly regarding information transparency, decision-making foundations, and compliance with merit system principles and applicable regulations.

2. Literature Review

2.1. Public Administration and Public Policy

Public administration emerged from the state's need to regulate, coordinate, and manage public affairs in an organized manner. It is generally understood as a field that examines and applies the management of public policies by government institutions while encompassing both theoretical and practical aspects of public sector governance, organizational management, and government–society relations (Suganda et al., 2025). From a managerial perspective, public administration also involves recruiting, training, and managing public employees to ensure that they work within an environment that supports productivity and job satisfaction (Wirata et al., 2024). Furthermore, public administration can be viewed as a form of cooperation among individuals and institutions in carrying out governmental functions to achieve public interests effectively and efficiently (Pasolong, 2019). Therefore, public administration is not only concerned with the technical management of human resources but also with fostering institutional collaboration to enhance bureaucratic performance and public service delivery (Rosenbloom et al., 2022).

Within the framework of public administration, public policy serves as an important instrument through which governments address public problems and achieve collective objectives. Public policy refers to a set of governmental decisions and actions, including choices to act or not act, that are designed to solve public issues and fulfill societal interests (Rantung, 2024). It can also be understood as a guideline established by government institutions to direct public officials in carrying out governmental activities (Pramono, 2020). According to Dunn's (2015) policy process model, public policy consists of interconnected stages, including agenda setting, policy formulation, legitimation, implementation, and evaluation. These stages demonstrate that policy is a continuous process, from identifying problems to assessing policy outcomes. Therefore, the implementation of ASN rotation and mutation policies can be understood as part of the public policy process aimed at improving bureaucratic effectiveness, accountability, and public service quality.

2.2. Policy Implementation

Policy implementation is the process of translating policy decisions into concrete actions to achieve predetermined objectives. According to Van Meter and Van Horn (1975), implementation involves actions undertaken by governmental and non-governmental actors to realize policy goals. They identify six factors influencing

implementation success: policy standards and objectives, resources, communication, characteristics of implementing agencies, social-economic-political conditions, and implementers' dispositions (Hartawan et al., 2023). These factors determine how effectively policies are executed and whether intended outcomes can be achieved.

Similarly, policy implementation refers to the delivery of policy outputs by implementers to target groups in order to realize policy objectives (Purwanto & Sulistyastuti, 2021). As a critical stage following policy formulation, implementation determines whether a policy functions effectively in practice (Maulana & Nugroho, 2019). Edward III further explains that successful implementation depends on four key dimensions: communication, resources, disposition, and organizational structure (Pramono, 2020). Clear communication, adequate resources, committed implementers, and supportive organizational arrangements are essential for effective policy execution. Therefore, policy implementation is not merely the application of regulations but a complex process influenced by organizational, human, and environmental factors. The successful achievement of policy objectives depends on the interaction of these factors and the capacity of implementing institutions to translate policy directives into practical actions (Hill & Hupe, 2021; Sormin, 2021; Muksin et al., 2024).

2.3. Human Resource Management and State Civil Apparatus

Human Resource Management (HRM) is a systematic process aimed at ensuring the availability of competent employees who can support organizational goals effectively. HRM encompasses activities ranging from workforce planning and recruitment to employee development and performance management, with the objective of providing qualified human resources that align with organizational needs (Nurdin et al., 2024). Similarly, HRM is a series of processes involving planning, organizing, directing, and controlling personnel activities, including recruitment, development, compensation, integration, maintenance, and separation of employees (Haryoto et al., 2023). Furthermore, Siagian (2023) emphasizes that HRM is a continuous process designed to ensure that organizations have the right employees with the appropriate competencies placed in suitable positions. Therefore, HRM can be understood as a strategic and ongoing effort to manage human resources effectively in order to achieve organizational objectives (Fardiansyah et al., 2023).

Human resource management in the public sector is closely linked to the management of the ASN. Under Law Number 20 of 2023, ASN consists of Civil Servants and Government Employees with Work Agreements (*Pegawai Pemerintah dengan Perjanjian Kerja/PPPK*) who serve within government institutions. As the primary actors in public administration and service delivery, ASN professionalism is essential for improving organizational performance and achieving government objectives (Langgeng & Wilasari, 2023). The law classifies ASN positions into managerial and non-managerial categories. Managerial positions include high leadership, administrative, and supervisory roles responsible for organizational management, decision-making, and oversight. In contrast, non-managerial positions consist of functional and implementing roles that focus on specialized expertise and operational tasks. This classification serves as an important basis for career development and personnel management, including the implementation of rotation and mutation policies within government institutions.

2.4. Merit System, Rotation, and Job Mutation

According to Law Number 20 of 2023 concerning the State Civil Apparatus, the merit system is a policy and management framework that emphasizes qualifications, competencies, and performance as the basis for personnel management in a fair and objective manner, without discrimination based on political affiliation, race, religion, gender, age, marital status, or disability. Similarly, Kadarisman (2013) defines the

merit system as a personnel management approach in which employee placement and movement are based on scientific, objective, and performance-based considerations. Therefore, the merit system can be understood as a mechanism that ensures fairness, professionalism, and objectivity in managing public employees through competency- and performance-based decisions.

Within the merit system framework, job rotation and job mutation are important human resource management practices. Job rotation refers to the reassignment of employees to different positions that align with their competencies and interests, allowing them to gain broader experience, improve job satisfaction, and enhance organizational performance (Manshur, 2024). Likewise, rotation is viewed as the mutation of employees from one position to another with the objective of developing competencies and increasing understanding of various organizational functions (Fahmi, 2017). Thus, job rotation serves as a tool for employee development and organizational learning.

Meanwhile, job mutation involves the mutation of employees through changes in duties, responsibilities, positions, or work locations. Mutation is intended to provide employees with greater job satisfaction while maximizing their performance contribution to the organization (Kadarisman, 2013). Similarly, mutation is the movement of employees across jobs, positions, or workplaces, either within or outside an organization (Manshur, 2024). Therefore, job mutation can be understood as a strategic personnel management mechanism designed to align organizational needs with employee capabilities while improving individual and organizational performance.

3. Methods

This study employed a qualitative descriptive research design to explore and understand the mechanism of job rotation and mutation of the State Civil Apparatus in Sukabumi City. A qualitative approach was selected because the study sought to examine policy implementation processes, stakeholder experiences, organizational dynamics, and contextual factors underlying the implementation of rotation and mutation policies rather than measuring causal relationships or generating statistical generalizations. This approach enables an in-depth understanding of how policies are implemented in practice and how relevant actors perceive and experience the process (Sugiyono, 2018; Subakti et al., 2023). The research was conducted at the BKPSDM of Sukabumi City, West Java, Indonesia. BKPSDM was selected as the primary research site because it holds direct authority and responsibility for managing ASN rotation and mutation policies. In addition, several regional government agencies involved in the implementation of personnel management policies were included to obtain a comprehensive understanding of the policy process.

Implementation Model of Van Meter and Van Horn (1975). The analysis employed six dimensions: (1) policy standards and objectives, focusing on the clarity of goals and performance standards; (2) resources, including human resources, budget, and facilities; (3) communication and implementation activities, emphasizing coordination and policy dissemination; (4) characteristics of implementing agencies, such as organizational structure, competence, and bureaucratic culture; (5) social, economic, and political conditions, referring to external factors influencing implementation; and (6) implementers' disposition, including commitment, acceptance, and attitudes toward the policy.

Informants were selected through purposive sampling based on their knowledge, experience, and direct involvement in the rotation and mutation process (Miles et al., 2014). They included the Head of BKPSDM as the key informant, one managerial official from BKPSDM or a related agency, one BKPSDM staff member responsible for personnel administration, and three ASN employees who had experienced

rotation or mutation. These informants provided relevant insights into both policy formulation and implementation.

Data were collected through observation, semi-structured interviews, and documentation studies. Observation was conducted to examine administrative procedures and organizational interactions related to rotation and mutation practices. Interviews were undertaken with all selected informants to obtain detailed information regarding policy implementation, decision-making processes, and perceived impacts. Documentation included regulations, personnel records, official decrees, policy documents, and archival materials related to ASN rotation and mutation.

To ensure data credibility, this study applied source triangulation and technique triangulation. Source triangulation was conducted by comparing information obtained from different informants, including policymakers, administrative staff, and affected ASN personnel. Technique triangulation was performed by cross-checking findings derived from observations, interviews, and documentation to verify the consistency and accuracy of the data. Data analysis followed the interactive model developed by Miles et al. (2014), consisting of three interconnected stages: data reduction, data display, and conclusion drawing/verification. The analysis was conducted continuously throughout the research process, enabling the researcher to identify patterns, interpret findings, and develop credible conclusions regarding the implementation mechanism of ASN rotation and mutation policies in Sukabumi City.

4. Results

4.1. Legal Framework of Civil Service Rotation and Mutation Mechanism

The implementation of civil service rotation and mutation in Sukabumi City is regulated by national and regional policies. Law Number 20 of 2023 and Government Regulation Number 17 of 2020 require civil service management to follow merit system principles based on qualifications, competency, and performance, while Minister of Administrative and Bureaucratic Reform Regulation Number 15 of 2019 emphasizes transparency and accountability in leadership appointments. At the regional level, Sukabumi Mayoral Regulations Number 60 of 2022 on Talent Management and Number 48 of 2021 on Career Patterns provide operational guidance for employee placement and career development. Despite this comprehensive regulatory framework, the frequent personnel movements observed in Sukabumi City during 2025 suggest a gap between formal regulations and implementation, raising concerns about the consistent application of merit system principles to promote organizational stability, competency development, and effective public service delivery (Haning & Abdullah, 2023).

This research was motivated by the high frequency of structural official inaugurations in Sukabumi City during 2025 and criticism from the Regional People's Representative Council (*Dewan Perwakilan Rakyat Daerah/DPRD*) regarding the transparency of rotation and mutation processes. Findings from interviews, observations, and document analysis indicate that the mechanism has generally improved through the adoption of technology-based talent management systems, including I-MUT (Integrated *Mutasi*) and SIMATA (*Sistem Informasi Manajemen Talenta*) ASN BKN, supported by a nine-box talent mapping approach based on employee performance and potential. These innovations have enhanced the objectivity, transparency, and efficiency of personnel management (Mujahid & Edwar, 2018). Nevertheless, several challenges persist, including limited transparency for affected employees, communication barriers, workforce regeneration imbalances, and the potential for political intervention (Handayani, 2023).

The rotation and mutation mechanism is administered by BKPSDM to maintain organizational effectiveness, strengthen employee competencies, and align personnel placement with organizational needs in accordance with merit system principles established under Law Number 20 of 2023, Government Regulation Number 17 of 2020, and Ministerial Regulation Number 15 of 2019. To analyze its implementation, this study applies the policy implementation framework of Van Meter and Van Horn (1975), which emphasizes six dimensions: policy standards and objectives, resources, communication and implementation activities, characteristics of implementing agencies, socio-economic and political conditions, and implementers' disposition. The study also examines structural official inauguration trends during 2022–2025 to better understand the dynamics and implications of personnel movements within the Sukabumi City bureaucracy.

Table 1. Recapitulation of Inauguration of Structural Officials for 2022–2025

Year	Number of Inaugurations	Number of Appointees	Average per Inauguration	Remarks
2022	6 times	324 individuals	54 individuals	Second highest
2023	7 times	596 individuals	85 individuals	Highest
2024	4 times	125 individuals	31 individuals	Lowest
2025	7 times	170 individuals	24 individuals	High frequency, declining number of appointees

As shown in Table 1, the frequency and scale of structural official inaugurations in Sukabumi City fluctuated substantially during 2022–2025. The highest number occurred in 2023 (596 officials), while 2025 recorded seven inauguration events involving 170 officials, including one large-scale inauguration of 120 officials. These fluctuations indicate potential inconsistencies in the implementation of rotation and mutation policies and raise concerns regarding bureaucratic stability and adherence to merit system principles. The findings also suggest that policy effectiveness is influenced by communication, organizational capacity, socio-political conditions, and the commitment of implementers, all of which play a crucial role in ensuring transparent, objective, and merit-based personnel management (Pramono, 2020).

4.2. Standards, Policy Objectives, and Resources

The standards and objectives of ASN rotation and mutation policies are intended to support career development, improve organizational effectiveness, and align employee competencies with organizational needs (Dhita & Amalia, 2023). In Sukabumi City, these objectives are generally well understood by both implementers and employees, who view rotation and mutation as mechanisms for career advancement and organizational renewal through tour of duty and tour of area, providing broader experience and opportunities for vertical, horizontal, and diagonal career mobility. Organizational needs also serve as a key consideration, with employee placement based on job analysis and workload analysis to ensure alignment with staffing requirements and prevent workforce shortages (Kurniawan et al., 2020). Furthermore, implementation is guided by Law Number 20 of 2023 and Government Regulation Number 11 of 2017, which provide a clear framework for career development and personnel placement.

From an implementation perspective, mutations are frequently conducted to meet organizational needs, particularly to fill vacant positions resulting from promotions or structural changes (Mujahid & Edwar, 2018). As explained by Informant 4, mutation decisions are intended not only to address individual career considerations but also to maintain the continuity and effectiveness of organizational functions. To support policy implementation, BKPSDM regularly organizes socialization activities through training programs and webinars aimed at improving employees'

understanding of personnel regulations, including mutation, promotion, and career management policies. According to Informant 3, these initiatives help ASN personnel understand both the objectives and procedures of rotation and mutation. However, the process is not fully transparent, as discussions and decision-making are generally handled confidentially by the civil servant performance team. Despite this, employees selected for new positions are informed of the decisions and provided with explanations based on competency, capability, and organizational considerations. These findings indicate that rotation and mutation policies in Sukabumi City are clearly regulated and function as instruments for career development, competency-based placement, organizational adaptation, and effective public service delivery.

Table 2. Recapitulation of the Inauguration of Echelon Structural Officials in 2025

Inauguration Date	Echelon II	Echelon III	Echelon IV	Functional / Administrative Staff	Total
24 January 2025	–	5	4	8	17
28 May 2025	–	10	4	3	17
8 July 2025	12	–	–	–	12
21 August 2025	5	12	4	–	21
8 October 2025	4	–	–	–	4
29 October 2025	–	13	51	56	120
Total	21	40	63	67	191

Table 2 shows that the largest number of inaugurations occurred on October 29, 2025, with 120 people. The majority of these inaugurations were in echelon IV positions (51 people) and functional and executive positions (56 people). This indicates a large-scale mutation policy targeting echelon IV and executive staff, the largest levels in the bureaucratic structure.

The findings show that a total of 191 employees were involved in rotation and mutation processes in Sukabumi City. Horizontal mutation was the most common type, involving 89 employees who were transferred to positions or agencies at the same echelon level. Vertical mutation accounted for 47 employees, reflecting career advancement through promotions to higher positions, while 32 employees experienced diagonal mutation between functional and structural roles. In addition, 23 employees were appointed to fill vacancies created by promotions or retirements. The dominance of horizontal mutations suggests that personnel movements were primarily used to meet organizational demands, improve workforce distribution, and strengthen institutional performance (Manshur, 2024). At the same time, the presence of vertical and diagonal mutations demonstrates the government's commitment to supporting career development and competency-based placement. Personnel decisions were guided by merit principles, job analysis, and workload requirements to ensure alignment between employee capabilities and organizational needs.

Table 3. SOP for Appointment and Mutation of Structural Officials

Step	Activity	Responsible Unit	Duration	Output
1	Receive appointment/mutation proposal endorsed by BKPSDM and Personnel Division leaders.	Administrative Staff	–	Endorsed proposal
2	Forward proposal to the Recruitment and Career Development Subdivision	Administrative Staff	15 minutes	Submitted proposal
3	Compile proposals from all agencies and prepare them for	Head of Recruitment and Career	7 days	Consolidated proposal list

Step	Activity	Responsible Unit	Duration	Output
	the performance evaluation team review	Development Subdivision		
4	Prepare Performance Evaluation Team meeting materials	Head of Personnel Division	1 day	Meeting materials
5	Conduct evaluation meeting and formulate appointment/mutation recommendations	Civil Servant Performance Evaluation Team	3 days	Draft recommendations
6	Submit recommendations to the Mayor for review and approval	Civil Servant Performance Evaluation Team	7 days	Approved recommendations
7	Request a technical recommendation from the National Civil Service Agency (<i>Badan Kepegawaian Negara/BKN</i>)	Head of Recruitment and Career Development Subdivision	5 days	BKN recommendation
8	Prepare draft appointment/mutation decree (SK)	Administrative Staff	–	Draft decree
9	Review and verify the draft decree	Head of Subdivision	Not specified	Verified draft decree
10	Submit a verified draft decree to the Head of BKPSDM for approval	Head of Personnel Division	–	BKPSDM-approved draft
11	Submit the decree for endorsement by the Regional Secretary, Vice Mayor, and Mayor.	Head of Personnel Division	–	Signed decree
12	Assign decree number and official seal	Head of Subdivision	–	Official decree
13	Prepare the inauguration administration	Head of Personnel Division	–	Inauguration documents
14	Conduct the inauguration in coordination with the Regional Secretariat	Personnel Division	–	Inauguration completed
15	Distribute decree extracts and inauguration minutes to appointed officials.	Personnel Division	–	Documents delivered
16	Archive and distribute decree copies to relevant agencies	Personnel Division	–	Documents archived

As presented in Table 3, the structural position mutation procedure in Sukabumi City consists of 16 stages and is supported by civil service regulations, including Law Number 20 of 2023. The policy aims to fill vacancies, maintain bureaucratic dynamics, and promote competency-based personnel management. However, implementation challenges remain, such as mass inaugurations, limited transparency of mutation information, and centralized decision-making that may raise perceptions of political intervention. These findings show that procedural frameworks alone are insufficient without stronger transparency, accountability, and consistent merit system implementation (Nugroho et al., 2023).

The findings reveal differing perspectives on the adequacy of human resources involved in the ASN rotation and mutation process. Informants 1 and 3 considered the existing personnel sufficient, noting that the adoption of a paperless system

through the E-Mutasi application has reduced administrative workloads and enabled staff to manage mutation activities effectively. However, Informant 2 highlighted a workforce challenge, explaining that around 120 employees retire annually while the recruitment of new civil servants remains limited, creating a need for careful workforce planning and prioritization of personnel movements (Nugroho et al., 2023). Despite these concerns, all informants agreed that employees responsible for mutation administration possess the necessary competencies. Informant 1 emphasized the importance of internal coaching and mentoring, while Informant 2 noted that employee placement is based on competency assessments, including education, work experience, and training. Informant 3 further explained that task assignments are aligned with employees' qualifications and technological capabilities, allowing the organization to optimize available human resources (Rosyida et al., 2020).

The findings indicate that the rotation and mutation process in Sukabumi City operates efficiently due to the use of integrated digital systems. Informant 2 explained that mutation recommendations can be issued within two to three days once all administrative requirements are completed, while Informants 1 and 3 noted that the integration of E-Mutasi and I-MUT with the BKN has accelerated document verification and approval procedures. Through the I-MUT application, BKPSDM submits eligible candidates, and BKN verifies requirements such as competency, education, age, performance records, and recommendations before issuing approval for the Mayor as the Personnel Development Officer. Informant 4 further explained that the process has shifted from the Civil Servant Performance Assessment Team to a talent management system, where employees are mapped into talent boxes, with Box 9 prioritized for promotion and mutation (Wahyuni et al., 2023).

4.3. Communication and Implementation in Personnel Rotation and Mutation

Communication and implementation activities play a crucial role in ensuring the effectiveness of civil servant rotation and mutation policies. Effective internal communication strengthens coordination among leaders, staff, and organizational units, reducing misunderstandings and supporting transparency throughout the mutation process (Hartawan et al., 2023). Structured implementation activities also ensure that each stage from proposal submission and verification to final approval is carried out in accordance with established procedures, thereby enhancing organizational trust and policy legitimacy.

According to Informant 1, BKPSDM applies a 360-degree performance evaluation system, in which employees are assessed by supervisors, peers, and subordinates. When performance issues arise, supervisors typically conduct direct communication with the employee concerned. Internal mutations within an agency are authorized by the head of the respective institution, while inter-agency mutations and promotions require employee requests, coordination with the receiving agency, approval from relevant authorities, and verification by BKN before the issuance of an official decree (Utama et al., 2023). These findings indicate that communication, coordination, and performance-based assessment are integral components of the rotation and mutation mechanism, particularly for structural positions where stricter regulations apply.

The findings show that communication and coordination play a crucial role in ensuring the legitimacy of ASN rotation and mutation policies in Sukabumi City. The Mayor's Decree on the appointment of civil servants to administrator (Echelon III) and supervisory (Echelon IV) positions serves as formal evidence that personnel movements are implemented through legally recognized procedures. According to Informant 2, communication during the mutation process follows the organizational hierarchy, with directives from senior officials undergoing review and assessment at several administrative levels before implementation. This mechanism helps ensure

that decisions are based on employee suitability and organizational needs rather than solely on top-down instructions (Nurdin et al., 2024). Informant 3 further explained that coordination among BKPSDM officials is carried out collectively through the involvement of the Head of Agency, Division Heads, and Subdivision Heads. Particular attention is given to the preparation of mutation decrees to ensure compliance with BKN recommendations and NSPK standards, thereby supporting objective, transparent, and legally accountable personnel management.

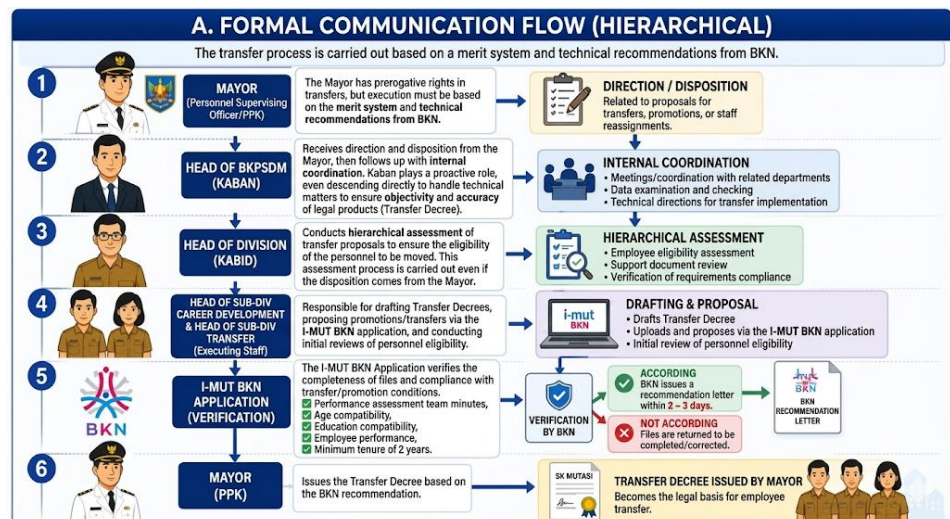


Figure 1. Formal Communication Flow

As illustrated in Figure 1, the implementation of civil servant rotation and mutations in Sukabumi City follows a formal communication mechanism involving hierarchical, horizontal, and external coordination. Although mutation decisions ultimately fall under the authority of the Mayor as the Personnel Development Officer, all proposals must comply with merit system principles and obtain technical recommendations from BKN through the I-MUT system. The process involves coordination among BKPSDM, relevant agencies, and BKN, while policy dissemination is conducted through training programs and webinars to ensure employees understand mutation regulations and personnel management procedures. Despite these structured mechanisms, several communication challenges remain, including occasional miscommunication, unclear instructions, and delays in information delivery (Handayani, 2023; Hutapea, 2024).

The findings indicate that communication and implementation activities within BKPSDM are generally effective, supported by clear organizational hierarchies, collective coordination, and performance-based assessments (Hartawan et al., 2023). According to Informant 4, employees are expected to accept promotion and mutation decisions as part of their professional responsibilities as civil servants. Mutation decisions are reviewed through multiple administrative levels and supported by BKN recommendations to ensure objectivity and legal compliance. In terms of organizational characteristics, Informant 1 explained that employee performance is evaluated through a 360-degree assessment system involving supervisors, peers, and subordinates, providing a comprehensive basis for personnel decisions. While internal mutations are managed by agency heads, inter-agency mutations require employee requests, approval from the receiving institution, and BKN verification before an official decree is issued. These procedures highlight the importance of structured processes, clear information, and adherence to regulations in supporting effective policy implementation (Sormin, 2021).

The findings indicate that rotation and mutation decisions in Sukabumi City are implemented through structured communication and hierarchical coordination. According to Informant 2, although mutation directives may originate from senior officials, including the Mayor, all proposals must undergo administrative review and feasibility assessments by the Head of Agency and Division Heads before implementation. This process helps ensure that decisions are based on organizational needs and employee suitability rather than authority alone. The organizational structure of BKPSDM further supports objectivity through a clear division of responsibilities, particularly between the Career Development and Promotion Division and the Performance Evaluation Division. However, communication challenges remain (Handayani, 2023). Informant 3 noted that miscommunication, unclear directives, and delays in information sharing can complicate the preparation of mutation decrees in accordance with NSPK standards and BKN recommendations. Informant 4 also observed that employees often receive limited information before decisions are finalized, highlighting the need for greater transparency and communication to strengthen accountability and employee acceptance.

4.4. Socio-Political Conditions and Implementers' Disposition

According to Van Meter and Van Horn (1975), the success of ASN rotation and mutation policies is influenced by both organizational and socio-political conditions. Personnel movements, particularly for structural positions, are often shaped by local political dynamics, leadership changes, and stakeholder interests, making these factors important in assessing compliance with merit system principles (Manshur, 2024). The findings show that a talent management system and nine-box talent mapping have been implemented to support competency-based promotions and mutations. Informant 1 explained that placement decisions are based on performance, potential, and 360-degree assessments, with promotion priority given to employees in the highest talent categories. While these mechanisms strengthen professionalism, transparency, and objectivity, the Mayor retains final authority as the Personnel Development Officer, indicating that political considerations may still influence personnel decisions despite merit-based reforms.

The SIMATA ASN platform, developed by the National Civil Service Agency, serves as the talent management system for civil servants. The platform integrates employee competency, potential, qualification, performance, training records, and 360-degree assessment data into a single system. Through the nine-box talent mapping approach, ASN personnel are evaluated based on performance and potential, providing a more transparent and objective basis for promotion and mutation decisions. Hakim (2024) stated that the system is intended to strengthen merit-based personnel management and reduce opportunities for political intervention in staffing decisions.

The interview findings indicate that the implementation of talent management has significantly improved the transparency and objectivity of the promotion and mutation processes in Sukabumi City. Informants 2 and 3 emphasized that personnel decisions are now guided by clear criteria embedded within the system, with promotion opportunities primarily allocated to employees classified in the higher categories of the nine-box matrix (Wahyuni et al., 2023). The adoption of this system has received positive recognition from BKN and has reduced the influence of informal actors compared to previous manual procedures. Nevertheless, both informants acknowledged that although the system provides a strong merit-based framework, the final decision-making authority remains with the Mayor, leaving some potential for political influence in practice.

From the perspective of policy implementation, Informant 4 considered the mutation process to be generally objective because placements are increasingly aligned with employees' qualifications, competencies, and professional experience. The informant cited personal experience as evidence that career advancement and

placement decisions were consistent with prior expertise in personnel administration. The findings suggest that the political and administrative environment in Sukabumi City has become more supportive of merit-based personnel management through the adoption of talent management and the nine-box system. However, maintaining transparency, strengthening communication, and ensuring consistent adherence to merit principles remain essential to minimizing potential external influences and enhancing the effectiveness of ASN rotation and mutation policies (Wahyuni et al., 2023).

According to Van Meter and Van Horn (1975), implementer disposition is a key factor influencing policy success, as it reflects the attitudes, commitment, and understanding of those responsible for implementation. In the context of ASN rotation and mutation policies, the findings show that implementer disposition is demonstrated through employee acceptance of the talent management system and the nine-box framework. Informant 1 explained that the nine-box system functions not only as a tool for mapping performance and potential but also as a mechanism that encourages employees to continuously improve their competencies. Employees who demonstrate initiative and commitment are more likely to receive career advancement opportunities, while those with passive attitudes may face limited career progression. These findings suggest that positive employee attitudes and adaptability play an important role in supporting the effectiveness of merit-based personnel management and career development.

Informant 2 stated that the current mutation system has reduced external intervention because decisions are based on clear regulations and transparent systems. The implementation of a system-based mechanism provides certainty for employees and reduces administrative pressure. However, ASN are still required to demonstrate discipline and readiness to adapt to stricter competency-based regulations. Furthermore, Informants 3 and 4 emphasized that rotation and promotion are normal parts of ASN career development. Since the beginning of their appointment, ASN has committed to being ready to serve and be placed wherever needed. Therefore, mutation is not viewed as a burden but as a responsibility that requires mental readiness, professionalism, and commitment to public service (Manshur, 2024).

The disposition of implementers in ASN rotation and mutation policy implementation in Sukabumi City shows a positive tendency. The existence of clear regulations, transparent systems, and merit-based management encourages ASN to accept changes, improve competencies, and maintain performance (Pramono, 2020). The pressure experienced by ASN is no longer dominated by external intervention but has shifted into internal motivation to remain disciplined, adaptive, and committed to delivering better public services. Thus, implementer disposition supports the realization of an objective, accountable, and merit-based rotation and mutation system.

5. Discussion

The implementation of ASN rotation and mutation policies in Sukabumi City reflects a complex interaction between organizational capacity, policy resources, communication, implementers' commitment, and external conditions. Based on the Van Meter and Van Horn (1975) policy implementation framework, the effectiveness of policy implementation is not only determined by clear regulations but also by the ability of implementing agencies to translate policy objectives into practice. The findings indicate that the implementation of ASN rotation and mutation has been strengthened by the adoption of a merit-based system, although several administrative, human resource, and political challenges remain.

One of the main supporting factors is the implementation of technology-based talent management through I-MUT and SIMATA ASN BKN. These systems

integrate ASN data related to competency, performance, potential, qualifications, training records, and 360-degree assessments. The nine-box talent mapping approach enables employee placement and promotion decisions to be based on performance and potential, supporting the principle of “the right man in the right place.” This finding is consistent with Malik and Prasajo (2023), who emphasize that merit-based ASN management improves professionalism by prioritizing competence and performance. In addition, Utama et al. (2023) explain that talent management-based mutation mechanisms can improve the quality of personnel placement decisions. The appreciation from BKN regarding Sukabumi City’s rapid adoption of this system also strengthens institutional commitment to improve ASN management.

Another supporting factor is leadership commitment and organizational mechanisms within BKPSDM. The Mayor’s commitment to competency-based personnel management provides political support for implementing merit principles. Furthermore, the hierarchical review mechanism within BKPSDM ensures that mutation proposals are assessed through several levels, reducing the risk of arbitrary decisions. The positive disposition of implementers also contributes to policy success, as ASN generally accept rotation and mutation as part of career development and public service responsibilities. This aligns with Pasolong (2019) and Pramono (2020), who emphasize that successful policy implementation requires coordination, commitment, and professional behavior from policy actors.

However, implementation still faces several obstacles. The most significant challenge is the imbalance between ASN retirement rates and recruitment capacity, where the number of retiring employees exceeds new CPNS recruitment. This condition affects workforce regeneration and organizational stability, highlighting the importance of strategic human resource planning as discussed by Fahmi (2017) and Haryoto et al. (2023). In addition, limited digital competence among some employees creates challenges in adapting to technology-based management systems. Communication barriers also remain a major issue. Although the organizational structure supports layered evaluation, the long bureaucratic process can slow decision-making. Miscommunication, unclear instructions, and delayed information between leaders and staff sometimes affect the preparation of mutation decrees. Moreover, limited transparency toward employees causes some ASN to feel that mutation decisions occur suddenly without sufficient explanation. This supports Nuraini et al. (2025), who found that transparency influences ASN acceptance of rotation and mutation policies.

From the socio-political perspective, the talent management system has reduced political intervention, but it has not completely eliminated it because final authority remains with the Mayor. This is consistent with Mustafa (2023), who explains that the ASN mutation in local government remains connected with political and administrative authority. Public criticism regarding transparency also indicates that trust in the mutation process still needs improvement. Another challenge is the absence of a minimum tenure requirement in the mutation SOP, which may create opportunities for relatively fast mutations. ASN rotation and mutation implementation in Sukabumi City has been supported by technology, merit-based assessment, leadership commitment, and positive implementer attitudes. Nevertheless, improving transparency, strengthening communication, accelerating ASN regeneration, enhancing digital capability, and maintaining political commitment to merit principles are necessary to ensure a professional, accountable, and fair bureaucracy.

6. Conclusion

This study concludes that the implementation of ASN rotation and mutation policies in Sukabumi City has generally moved toward a more professional and

merit-based system. The use of technology-based platforms such as I-MUT and SIMATA ASN BKN, along with the nine-box talent mapping system, has improved transparency, efficiency, and objectivity in personnel placement decisions. The policy objectives, including organizational renewal, career development, and competency-based placement, have been clearly established. However, several challenges remain, including limited ASN regeneration due to the imbalance between retirements and new recruitment, communication barriers, limited transparency toward employees, and the potential influence of political considerations in final decisions.

The findings imply that effective ASN mutation management requires not only strong regulations and digital systems but also consistent communication, leadership commitment, and employee readiness to adapt. Improving transparency, strengthening internal coordination, revising mutation procedures, and maintaining commitment to merit principles are necessary to ensure fair and accountable implementation. This study has limitations, particularly in focusing on one local government context and relying primarily on qualitative perspectives from selected informants. Therefore, future research may examine ASN rotation and mutation implementation in other regions or compare different policy models to provide broader insights. Further studies may also explore the effectiveness of talent management systems, nine-box assessments, and their long-term impact on ASN career development and organizational performance. Strengthening merit-based governance remains essential to achieving the principle of “the right man in the right place” within public administration.

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Data Disclosure Statement

The data that support the findings of this study are available from the corresponding author upon reasonable request.



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