

## How Transfer Policies Affect Civil Servant Performance: A Systematic Literature Review

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### ABSTRACT

This systematic literature review examines the relationship between civil servant transfer policies, including job rotation and mutation, and employee performance in public sector. While such policies aim to enhance workforce flexibility, skill diversification, and career development, they may also cause job dissatisfaction, decreased motivation, and knowledge loss if poorly implemented. To assess the impact of structured and unstructured transfer systems on civil servant performance, a comprehensive analysis of 30 peer-reviewed studies from 2015 to 2025 was conducted using the PRISMA framework. The findings indicate that merit-based and well-planned job rotations generally improve employee adaptability, engagement, and productivity. Conversely, politically influenced or arbitrary transfers often lead to inefficiencies, demotivation, and organizational instability. The review underscores the pivotal function of knowledge management and transparent policies in mitigating the adverse impacts of transfers and ensuring institutional continuity. The review also identifies key research gaps, including the need for longitudinal studies on performance outcomes, the psychological effects of job rotation, and comparative analyses across different public sector institutions. These insights underscore the necessity of formulating evidence-based, equitable, and strategically devised transfer policies that achieve a balance between institutional requirements and employee well-being. Future research endeavors should prioritize the optimizations of transfer frameworks to enhance performance, ensure the retention of knowledge, and cultivate sustainable public sector governance.

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**KEYWORDS** Civil servant transfer, job rotation, mutation policy, public sector performance, employee mobility.



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### INTRODUCTION

The management of civil servant transfers has been identified as a critical factor in determining the efficiency and effectiveness of public administration (Amelia & Nisar, 2024). Governments worldwide implement various transfer policies to ensure optimal workforce distribution, enhance employee development, and improve organizational performance. However, the effectiveness of these policies varies significantly, influenced by factors such as the presence of a meritocracy, the extent of political intervention, the structure of compensation, and the availability of career growth opportunities. A comprehensive understanding of the impact of these transfer policies on civil servant performance is imperative in formulating strategies that promote productivity while ensuring the retention of a motivated and stable workforce.

When meticulously designed, transfer policies can function as a catalyst for professional growth and institutional fortification. Employee rotation fosters skill diversification, exposure to novel work environments, and career progression. Research indicates that the implementation of job rotation policies, when executed effectively, contributes to enhanced civil servant performance by mitigating monotony, fostering increased engagement, and facilitating knowledge transfer (Joko et al., 2025; Mohan & Gomathi, 2015). Nevertheless,

inconsistencies in implementation, a lack of transparency, and politically motivated transfers have the potential to engender dissatisfaction and diminished efficiency.

Furthermore, the implementation of transfer policies has been demonstrated to exert significant influence in the realm of governance and the maintenance of institutional stability. Policies founded upon meritocracy and transparent career progression frameworks have been demonstrated to engender elevated levels of employee trust and organizational commitment. Conversely, arbitrary transfers motivated by political agendas or favoritism have the potential to disrupt the workforce, leading to low morale and reduced institutional effectiveness (Cyan & Pasha, 2017; Kartana & Gorda, 2025). Consequently, a careful balancing act must be struck between organizational needs and employee well-being in the formulation of transfer policies.

In addition to considerations of mobility and governance, the efficacy of transfer policies is also contingent on factors such as compensation and training. Civil servants who perceive transfers as opportunities for growth and financial incentives are more likely to adapt positively to job mobility. However, if financial support and career benefits are inadequately addressed, transfers can result in disengagement and resistance (Matulesky, 2016; Andrayani & Kurniawan, 2023). The integration of training programs with transfer policies has been shown to augment employees' capacity to adapt and flourish in new roles, leading to tangible benefits for both individuals and institutions.

The study's novelty also lies in its practical implications. By categorizing transfer policies into structured (e.g., planned rotations) versus unstructured (e.g., political transfers), it provides a clear taxonomy for policymakers to diagnose and address performance bottlenecks. Additionally, it introduces the concept of "policy transfer adaptability" to explain why some countries successfully adopt foreign models (e.g., Singapore's meritocracy in Cambodia; Lee et al., 2025), while others face resistance. These insights are timely, given rising global attention to public sector efficiency post-pandemic.

This systematic literature review methodically categorizes and analyzes extant research on the impact of transfer policies on civil servant performance. By examining major themes, including employee mobility, governance, compensation, training, and policy transfer, this study aims to provide insight into the best practices and challenges in civil servant mobility management. The findings underscore the necessity for structured, merit-based, and transparent transfer policies that are aligned with career development and institutional goals to ensure an effective and motivated public workforce.

## METHOD

This research follows a Systematic Literature Review (SLR) approach to assess the impact of civil servant transfer policies, including job rotation and *mutasi*, on employee performance in the public sector. The Preferred Reporting Items for Systematic Reviews and Meta-Analyses (PRISMA) framework was used to ensure a structured and transparent review process. This section outlines the research design, data collection strategy, inclusion and exclusion criteria, and data analysis methods.

The study systematically reviews existing literature to synthesize findings on the relationship between job rotation, transfer policies, and civil servant performance. This approach enables the identification of trends, challenges, and best practices related to employee mobility in the public sector. The literature search was conducted across several academic

databases, including Scopus, Web of Science, Google Scholar, ScienceDirect, Taylor & Francis, and Wiley Online Library. The search was limited to peer-reviewed journal articles, conference proceedings, and policy reports published between 2015 and 2025 to capture recent trends and findings.

After applying inclusion and exclusion criteria, 30 articles were selected for in-depth analysis. Data were extracted systematically, including information on study objectives, methodologies, findings, and conclusions. The studies were categorized based on their thematic focus, such as performance impact, knowledge retention, motivation, and policy effectiveness. A qualitative thematic synthesis was conducted to identify patterns and discrepancies among the findings. Additionally, a PRISMA flowchart was developed to illustrate the selection process and ensure transparency in study inclusion.

Studies were selected based on the following criteria:

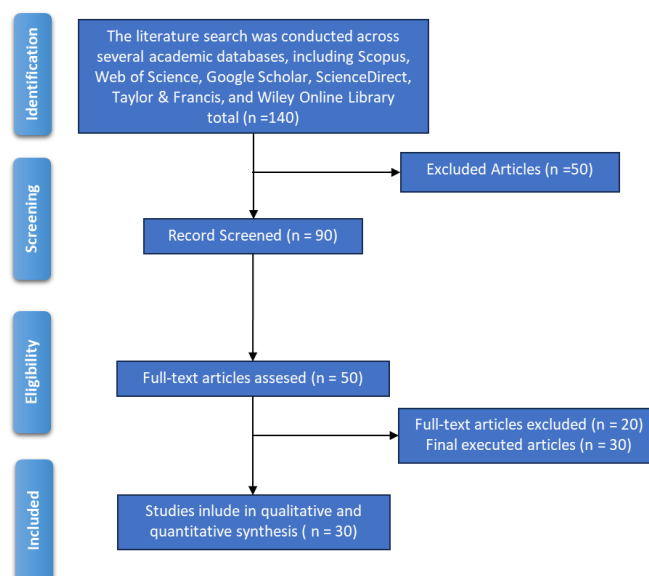
✓ Inclusion Criteria:

1. Focus on civil servant job rotation, transfer policies, or workforce mobility
2. Examines the impact on employee performance, job satisfaction, or productivity
3. Published in English or Indonesian
4. Empirical or theoretical studies with clear methodologies
5. SINTA 1-3 or reputable journal source (indexed on Scopus or scimago)

✗ Exclusion Criteria:

1. Studies focusing solely on private sector job mobility
2. Articles without empirical data or conceptual frameworks
3. Publications in languages other than English
4. Reports without full-text access
5. Year prior to 2015

From the criteria that have been determined, the following is a flowchart to get 30 journals using PRISMA:



**Figure 1. Prism Method**

Source: Adapted from Moher et al. (2009). Preferred reporting items for systematic reviews and meta-analyses: The PRISMA statement

## RESULT AND DISCUSSION

The content analysis section is designed to systematically examine the key themes, trends, and findings that have been extracted from the 30 selected journals.

### Thematic Categorization

The systematic literature review on “How Transfer Policies Affect Civil Servant Performance” identifies key theme in the impact of job transfers on public sector employees. The major themes identified in the studies can be categorized as follows:

#### 1. Employee Performance and Mobility

This theme explores the impact of job mutations, job rotations, and employee turnover on individual and organizational performance. Studies highlight that structured mobility practices enhance job satisfaction, motivation, and career development while also mitigating burnout and monotony (Joko et al., 2025; Mohan & Gomathi, 2015). The research suggests that well-planned transfer policies can lead to improved efficiency, but frequent, politically motivated transfers may disrupt performance (Cyan & Pasha, 2017).

#### 2. Public Sector HR and Governance

Research in this category focuses on the influence of HR policies, political factors, and merit-based system on civil service management. Topic includes career development, bureaucratic transfer policies, and legal frameworks governing employee mobility in government institutions. Transfer policies that emphasize fairness and transparency tend to support employee retention and enhance trust in the system (Ibrahim & Pribadi, 2015; Kartana & Gorda, 2025). Studies also highlight that political influenced transfers can undermine the effectiveness of governance structure (Cyan & Pasha, 2017).

#### 3. Policy Transfer and Governance

Studies in this theme analyze the mechanisms and outcomes of the policy transfer across different governance structures, both domestically and internationally. The research covers South-South cooperation, transnational policy learning, and how foreign models are adapted to local bureaucratic and administrative contexts (Béland et al., 2025; Stone et al., 2020). The adoption of best practices in transfer policies from other nations can contributes to civil servant effectiveness (Aritenang, 2015).

#### 4. Compensation, Motivation, and Work Satisfaction

This category examines how financial and non-financial incentives impact employee retention, motivation, and job satisfaction. Studies show that compensation, particularly in cases of relocation or job transfer, plays a crucial role in employee morale and work engagement (. & Matulessy, 2016; Andrayani & Kurniawan, 2023). Transfer policies that fail to address compensation and employee well-being can negatively impact civil servant motivation and performance (S. Lee, 2017).

#### 5. Training, Knowledge Transfer, and Skill Development

Several articles focus on how job rotation, training programs, and skill development initiatives affect employee growth. Findings suggest that structured training combined with strategic job mobility enhances workforce capabilities and organizational effectiveness (Knight & White, 2017). Transfer policies that align with skill development goals can contribute to a more competent and motivated workforce (Grissom et al., 2016).

### Comparative Table of Key Findings

A structured table will compare the findings from different studies based on their thematic focus. The "Theme" in the comparative table refers to the main topic or focus area that each journal article addresses within your Systematic Literature Review (SLR). It helps categorize the key findings into broad thematic areas, making it easier to analyze and compare studies. The themes serve as categories to group similar findings, ensuring a structured and organized analysis of the 30 journal articles, here is the table:

**Table 1. Comparative Table of Key Findings**

Theme	Authors	Key Findings	Impact on Performance
<b>Employee Performance &amp; Mobility</b>	(Joko et al., 2025)	Job transfers increase job satisfaction and self-efficacy	Positive, as transfers and promotions enhance satisfaction and self-efficacy
	(Asri et al., 2023)	Job rotation positively impacts employee performance through job satisfaction	Positive, as job rotation enhance skill development and job satisfaction
	(Andrayani & Kurniawan, 2023)	Mutation, promotions, and compensation affect employee motivation, reducing turnover intention	Positive, as HR strategies reduce turnover intention and enhance motivation
	(Perdhana et al., 2021)	Frequent relocations cause stress and burnout, affecting employee retention	Negative, as stress and burnout lead turn to turnover
	(Al-Romeedy, 2019)	Job rotation improves performance through motivation, job satisfaction, and organizational commitment	Positive, as job rotation enhance motivation and reduces burnout
	(Cyan & Pasha, 2017)	Frequent transfers in Pakistan's civil service are politically motivated, reducing efficiency	Negative, as political transfers disrupt accountability and efficiency
	(Mohan & Gomathi, 2015)	Job rotation increases employee development by reducing monotony and enhancing skills	Positive, as job rotation boots employee motivation and engagement
<b>Public Sector HR &amp; Governance</b>	(Grissom et al., 2016)	Employee turnover has mixed effects, depending on the type (voluntary vs. involuntary)	Mixed, as high turnover can harm stability but also refresh organizational dynamics
	(Kartana & Gorda, 2025)	Merit-based career development is influenced by political factors and leadership prerogatives	Mixed, as political factors, hinder merit-based career development

	(Kau & Gjika, 2024)	Albanian labour law lacks provisions for internal employee transfers outside civil service	Limited, due to lack legal provisions for non-civil service employees
	(Mustafa et al., 2023)	Legal protection is necessary for fair and transparent civil servant mutations	Positive, as fair mutation processes improve trust and job satisfaction
	(Duong, 2023)	Vietnam follows China's merit-based civil service reform, influenced by historical institutionalism	Positive, as structured merit policies enhance governance
	(Kamuli et al., 2021)	Political interests influence civil servant mutations, causing injustices in placement	Negative, political influence disrupts merit-based placement
	(Mursidah et al., 2021)	Bureaucratic reforms impact employee readiness for job transfers in higher education	Mixed, as employee struggle with job transition challenges
	(Anggraini, 2020)	Mandatory auditor rotation enhance perceived independence but has mixed impacts on actual independence	Mixed, as independence in appearance improves, but actual independence remains uncertain
	(Ibrahim & Pribadi, 2015)	Civil servant transfer policies in North Maluku suffer from legal inconsistencies and unclear regulations	Negative, due to lack of transparency and fair procedure
<b>Policy Transfer &amp; Governance</b>	(C. Lee et al., 2025)	South-south policy transfer requires structural adaptation and mindset shifts	Indirect, as policy transfer influences governance efficiency
	(Béland et al., 2025)	US policy transfer to UK NHS is incomplete and politically influenced	Uncertain, as incomplete transfers may lead to inefficiencies
	(Haupt, 2023)	Interdisciplinary approaches are necessary to better understand policy transfer and diffusion	Indirect, by improving analytical frameworks for policy design
	(Stone et al., 2020)	South-South policy exchange is growing, influencing governance models worldwide	Indirect, as policy learning improves governance structures
	(Wicaksono, 2018)	Academic-turned-bureaucrats play key roles in policy transfer,	Positive, as knowledge transfer enhances governance efficiency



		influencing governance reforms	
	(Aritenang, 2015)	British Council played a key role in transferring creating industry policies to Bandung	Indirect, as policy transfer improves urban development
<b>Compensation, Motivation, and Work Satisfaction</b>	(Savitri et al., 2023)	Civil servants have high knowledge but negative perception of IKN relocation	Mixed, as knowledge does not translate into positive perception
	(AM. et al., 2022)	Civil service transfers are influenced by political interest, impacting work quality and relationships	Negative, due to political influence disrupting employee harmony
	(Widiastutik et al., 2022)	Job rotation positively impacts performance, mediated by job satisfaction	Positive, job satisfaction mediates the performance boost
	(S. Lee, 2017)	Turnover can have positive effects if managed properly, with controlled employee transfers improving performance	Mixed, depending on how transfers are managed
	(. & Matulesy, 2016)	Compensation and transfer perception significantly influence military personnel's motivation	Positive, compensation motivates military personnel during transfers
<b>Training, Knowledge Transfer, and Skill Development</b>	(Ulfah & Prastiwi, 2020)	Merit-based mutations improve performance but nepotism and corruption hinder efficiency	Positive, when implemented fairly with clear career paths
	(Grissom et al., 2016)	Teacher turnover research provides insights into employee retention strategies in public administration	Indirect, as insights improve turnover management strategies
	(Knight & White, 2017)	Training benefits are greater in the public sector if employees remain within the same organization	Positive, as structured training enhances job mobility and career growth

Source: author's analysis, 2025

## Analysis

A systematic literature review of the extant research indicates that transfer policies can have unintended consequences in the field of public administration. When meticulously designed, these policies can foster career advancement, facilitate knowledge transfer, and

enhance organizational efficiency. Conversely, unplanned or politically motivated transfers frequently culminate in employee dissatisfaction, the erosion of expertise, and impaired operational efficiency. The efficacy of these policies in promoting employee performance is contingent upon the meticulous design and implementation of transfer mechanisms. Studies have demonstrated that merit-based transfers, skill-alignment initiatives, and career growth incentives often yield positive outcome, while arbitrary or politically motivated relocations can erode trust and motivation among civil servants.

The governance structures play a paramount role in ensuring the effectiveness of transfer policies. Ensuring transparency, establishing robust legal framework, and implementing institutional oversight are critical to maintaining fairness and preventing the misuse of transfer mechanisms. The role of policy transfer in adopting international best practices underscores the necessity for continuous improvement in civil servant mobility strategies.

## CONCLUSION

A systematic literature review highlights the significant role that transfer policies play in shaping civil servant performance. The dynamics of employee turnover and mobility have the potential to either facilitate or impede performance, contingent upon the manner in which they are managed. Moreover, political influences frequently exert a determinative impact on public sector HR decisions. The efficacy of policy transfer as a mechanism for enhancing governance hinges on its adaptability to specific contexts. Additionally, factors such as compensation, motivation, and continuous training have been identified as crucial elements in ensuring workforce stability and productivity. Merit-based policies that align with career goals improve performance, but those influenced by politics or lacking in planning can lead to inefficiencies and dissatisfaction. Future research should further explore the balance between mobility and stability to optimize organizational outcomes.

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