



# Promotion Management for Civil Servants at the Makassar City Secretariat

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**Abstract.** Promotion is part of the management of the State Civil Apparatus promotion is defined as the process of increasing a person's class, rank, or position at a better level and is part of the career planning process. The approach used is qualitative. Data were obtained through direct field observations, interviews, and document analysis. The data analysis used is data reduction, data presentation, and conclusion drawing. The results of the study indicate that the implementation of a structural employee promotion system such as (a) Experience in terms of performance can be one of the requirements in employee promotion (b) Skills must be possessed by every employee in carrying out their duties and responsibilities coupled with their education (c) The combination of experience and skills is a requirement in carrying out promotions for an employee. Factors that influence (a) Political Nepotism System, there are still political factors that have a big influence on the implementation system of promotion of city civil servants in Makassar city that is not by the Management of Employee Position Promotion.

**Keywords:** Promotion · Management · Civil servants

## 1 Introduction

Position Promotion Management which has been regulated in Law Number 5 of 2014 concerning State Civil Apparatus is an effective way to provide experience and learning to all employees in ensuring a career system. It can be seen that the implementation of promotions in a government agency can be carried out in a vertical or diagonal form both in administrative positions (JA), first expert functional positions (JF), and young expert functional positions (JF) as long as they meet the job requirements, taking into account the needs of the organization/agency concerned [1].

In the Management of the State Civil Apparatus, the promotion of bureaucratic leadership positions at the regional level must be able to implement a more objective and transparent employee promotion system by the applicable laws and regulations [2]. The implementation of promotions for each employee, especially structural positions within the scope of the local government, can have a positive impact on the employee, including the agency/agency where he works. [3]. It's just that sometimes in the implementation of promotions, not all employees think that promotion is a place for career development as well as a forum for coaching for themselves, but as an interest of political officials.

Therefore, a promotion mechanism is required that promotes fairness and transparency to employees.

There are several findings in the implementation of employee promotions including, namely: (1) there are interventions carried out by political officials against employees in the implementation of promotions with the aim of strengthening the bargaining position of the political officials concerned; (2) the absence of clear benchmarks on how to evaluate employees who will be promoted so that employees who are promoted to certain structural positions are not based on the principles of professionalism and objectivity of existing assessments [4].

Such a phenomenon occurred in the scope of Makasar City, namely the order of the SK mutation based on a letter from the Plt. The Director General of Regional Autonomy of the Ministry of Home Affairs of the Republic of Indonesia Number 019.3/3692/OTDA dated 12 July 2019, as well as a letter from the Chairman of the State Civil Apparatus Commission Number B-2237/KASN/7 /2019 dated 10 July 2019 [5]. The letter was issued together with the official announcement officials or ASN positions within the Makasar City Government. There are 1,228 structural officials within the Makasar City Government who must return to their original positions. Transfers are considered to violate government regulations without the permission of the State Civil Apparatus, the implementation of promotions to occupy certain positions is not based on the principles of professionalism and established objective requirements, and the positions given are not in accordance with their expertise and education. so that the structural official concerned cannot carry out and function as intended expect [6].

Within the scope of work of the Makasar City Regional Secretariat, it is still found that there are subjective elements in promoting employees in certain structural positions, such as the presence of employees who are placed in certain positions that are not in accordance with their scientific discipline so that the employee in his position cannot carry out his obligations and responsibilities. well. In addition, the emotional closeness between the regional head Mayor and certain employees are often used as a policy basis in the implementation of employee promotions where which is very contrary to the promotion manager of the State Civil Apparatus in Law no. 15 of 2014 [7]. Based on the description above, the purpose of this article is to find out whether the promotion management system in the Makasar City Secretariat is by the rules and basics of promotion.

## 2 Methods

This research was conducted at the Makasar City Regional Secretariat by looking at how the management of the promotion system and the factors that influence the implementation of the promotion of structural employees. This type of research is descriptive and qualitative, by observing that the implementation of employee promotions and transfers must be based on a merit system/career system as described in Law Number 5 of 2014 concerning the State Civil Apparatus and to create a bureaucracy that is free from the practice of political intervention, nepotism. and discrimination from individuals or groups.

## **2.1 Research Data Source**

### **2.1.1 Primary Data**

Is data obtained from observations made by the author and from informants through in-depth interviews regarding the implementation of promotions and transfers of structural employees in Makasar City?

### **2.1.2 Secondary Data**

Is data collected by researchers from various reports or documents that are written information used in research. This data is used to complete various information related to the implementation of promotions and structural position mutations in Makasar City.

## **2.2 Research Data Collection Techniques**

### **2.2.1 Observation**

This observation was carried out by observing and taking notes directly on the object of research, namely the implementation of structural promotion management at the Makasar City Regional Secretariat.

### **2.2.2 Interview**

Researchers will conduct in-depth direct interviews with informants who are the objects of this research, namely the Regional Secretary of Makasar City, Head of the Makasar City Regional Employment Agency, and Head of the Makasar City Administration. Career Development and ASN Rights Makasar City Civil Service Agency, Kabir. Makasar City Civil Service Agency Performance and Awards, Head of Subid. Performance Assessment of State Civil Apparatus, Makasar City Regional Personnel Agency, Makasar City Baperjakat, and Makasar City Government employees. This interview aims to collect complex information, most of which contains the opinions, attitudes, and personal experiences of the informants related to the problems studied.

### **2.2.3 Documentation**

Collect data through existing records either through books, letters, archives, magazines, and regulations related to the object under study, including photos, pictures, and other data as a complement to data from the Secretariat Makasar City area.

## **2.3 Data Analysis Technique**

Data analysis in this study was carried out by means of data reduction (data reduction), data presentation (data display), and conclusion drawing and verification (conclusion drawing and verification). and Data Validity The validity of the data used triangulation techniques, namely source triangulation, technical triangulation, and time triangulation.

### 3 Findings and Discussion

In this study, the author uses the theory of Promotion Fundamentals [8] which is divided into three, namely as follows.

- a) Experience (seniority), where the promotion of positions for years of service and experience possessed by employees. Usually, employees who have worked long enough will have more experience.
- b) Ability, in this case, employees who have the skills get priority to be promoted to higher positions. The skills referred to are skills in implementing practical work procedures, special techniques and scientific disciplines, skills in uniting and aligning elements involved in the preparation of management policies, and skills in providing direct motivation.
- c) Combination of experience and skills. This promotion is based on the length of service, the certificate of formal education held, and the results of the class promotion exam

Every organization has different goals in implementing promotions for its employees. According to Sastrohadiwiryo [9], suggests several objectives of employee promotion, namely: a. Increased Work Morale, b. Increased work discipline, c. the realization of an exciting organizational climate, d. increased work productivity.

In the implementation of the promotion manager of the civil service, it is necessary to pay attention to several things that become the basis for considering the implementation of promotion because this will reflect the accuracy and objectivity in examining employees who are entitled to be promoted [10]. The basis for these considerations is as follows:

- a) Merit System [achievement]
 

In the merit system, what is used as the basis by the organization to carry out promotions is the achievement of the employee concerned. Based on this consideration, only employees who excel can continue to develop their careers, while those who perform below the standard will be excluded. The form of promotion that can be done by using the work performance of employees as a basis for consideration is not limited to the promotion program, but the basis of achievement can also be and even remain to carry out other promotion programs. On the basis of work performance, it means that the promotion program is carried out in order to make adjustments between one's abilities and the standard of the ability of a certain position. Because the merit system is only based on one's work performance and ignores other factors such as seniority, kinship, and others, the results will be objective.
- b) Seniority System
 

The basis for promotion used in this system is the seniority of an employee. Seniority is defined as the length of a person's service period recognized by the organization, both in the position concerned and in the organization as a whole. Seniority is also reflected in the understanding of one's age and work experience. A seniority system is basically a form of organizational appreciation to employees for their loyalty and

dedication to the organization. Therefore, this system will encourage employees to be more loyal and loyal to their organization.

c) System of Nepotism [spoil]

Compared to the previous systems, this system is the most subjective job promotion system. The basic considerations used in this system are family relationships, acquaintances, or connections. Nepotism systems can usually be found in family-owned companies. It is not surprising that all key positions in the family company are held by those who still have family ties.

### **3.1 Promotion Management for Civil Servants at the Makasar City Secretariat**

Promotion is the process of transferring employees from one position to another higher position. Thus, promotions will always be followed by tasks, responsibilities, and authorities that are higher than previously occupied positions. Promotion is also a means that can encourage employees to be better or more enthusiastic in doing a job, by looking at these facts, the job assessment that leads to promotion must be carried out effectively so that it can be accepted by all parties without any party being harmed [11].

In terms of the promotion system, especially in the implementation of the appointment and placement of officials in both structural and functional positions, it is an important factor in human resource planning [12]. This is because this promotion is due to trust and recognition of the abilities and skills of the employees concerned to serve or occupy a high position. In reality, promotion can provide higher social status, authority, and responsibility in accordance with applicable laws and regulations.

#### **3.1.1 Experience**

The experience referred to in the implementation of this promotion is a promotion based on the length of the employee's work experience. Promotion considerations are a person's work experience, the person who has worked the longest in the company gets first priority in promotional actions. The level of seniority of employees in many cases is often used as one of the conditions for carrying out promotions. In seniority, the notion of age is also reflected, besides the employee who will be promoted to his position should be adjusted to his qualifications and experience.

Promotion Management for the Position of State Civil Apparatus at the Makasar City Secretariat on indicators of work experience or years of experience is one of the considerations in promotion but is not the main requirement in the appointment of an employee promotion. Because in the implementation of the promotion there are still many things that will be considered and become special requirements in the promotion, even though this experience system will have a good impact if it is used as the main benchmark in the implementation of the promotion of the State Civil Apparatus at the Makasar City Secretariat and is accompanied by the level of employee education. Therefore, this system will encourage workers to be more loyal and loyal to their agencies. This is in accordance with the facts on the ground that the management of promotion of ASN employees can be seen from the experience or years of service of the employee.

### 3.1.2 Skills

In the management of promotion implementation, employees who meet competency indicators receive priority to be promoted to higher positions. The skills referred to are skills in carrying out practical work procedures, special techniques and disciplines, skills in unifying and harmonizing elements related to the formulation of management policies, and skills in providing direct motivation, in the implementation of promotions to employees [13]. The level of understanding of Makasar City Civil Servants towards work is an important thing for an employee to have but is not the main benchmark in the implementation of promotions, because there are many things that must be considered in promoting an employee to occupy a certain position that must be considered. seen from the history of office, training and education, rank, and free from criminal sanctions. So with such conditions, employees will feel responsible and encouraged to carry out all the provisions that have been regulated in the implementation of promotions. In the implementation of structural promotions, in the implementation of the promotion of state civil apparatus employees that occurred in the secretariat of the city of Makasar, the promotion team did not make a benchmark for skills in the implementation of ASN, even though this was very well used to assess employees in getting positions where it not in accordance with the provisions of the Act. No. 5 of 2014 concerning State Civil Apparatus [14].

### 3.1.3 Combination of Experience and Skill

Combination of Experience and Skills Combination of experience and skills in promotion in this study is promotion based on the length of experience and skills. Considerations for promotions involve length of service, diplomas of formal education held, and results of promotion exams. In the implementation of promotions for civil servants at the Makasar City Regional Secretariat, a combination of experience and skills is needed from employees, because employees who will be promoted to positions must have a combination accompanied by good education. Because the combination of experience and skills has its own assessment by superiors to every Makasar City Civil Servant and this is the right thing for employees in implementing the promotion system, because it prioritizes the most experienced and smart people, so that employees are only based on experience or skills. can be handled properly. The promotion of positions that occurred at the Makasar Regional Secretariat did not pay too much attention to the position of the position that was in line with the field of knowledge of the employees, so that in the process of carrying out the duties of the employees who were promoted to certain positions, they did not understand the tasks that he would do where this was still not in accordance with merit system in law regulations. No. 5 of 2014. The assessment team of employee promotions must pay more attention to the criteria for promotion of employees so that they are in accordance with the mix of experience and skills of each employee who will be promoted so that employees understand the duties and functions of the new position they receive.

**Table 1.** Data for Makasar City Government Officials Promotion for 2019–2021

| Year     | Echelon II.a | Echelon II.b | Echelon III.a | Echelon III.b | Echelon IV.a | Echelon IV.b |
|----------|--------------|--------------|---------------|---------------|--------------|--------------|
| 2019     | 0            | 1            | 1             | 1             | 24           | 72           |
| 2020     | 1            | 0            | 1             | 0             | 0            | 0            |
| 2021     | 0            | 0            | 14            | 36            | 43           | 0            |
| Subtotal | 1            | 1            | 16            | 37            | 67           | 72           |
| Total    | 194          |              |               |               |              |              |

Source: Head of Sub-section of General Affairs and Personnel of BKPSDMD Makasar City 2021 [15]

### 3.1.4 Political Nepotism System

In the implementation of the promotion system at the Makasar City Regional Secretariat, there are several factors as previously explained, promotion is not only about the process of transferring employees from one position to another higher position, but also must pay attention to things that can affect an employee's interest in can be motivated to carry out their duties well and enthusiastically get rewards within the organization.

**Nepotism** The political system in this study is politics which includes actions taken to obtain and use (power) power in terms of controlling organizational resources in order to achieve the results expected by one party. The basis of consideration used in this influence is the winning team or the success team by elected officials wanting to occupy a higher structural position.

From the results obtained in the implementation of promotions to state civil servants in the regional secretariat of the city of Makasar, it cannot be denied that political factors still occur, promotions are given solely on the basis of political loyalty to the leadership to the exclusion of competence, professionalism, and work performance. Promotion is done not to improve the quality of service to the ultimate owner of power, namely the people, but only for the benefit of individual officials. The biggest concern about the promotion process because political factors like this can lead to filling positions in positions that are not in accordance with their competencies and work performance which have a negative impact on service to the community.

The politicization of the bureaucracy that occurred within the Makasar City government has created a bureaucratic system condition that is not expected by all parties, namely a bureaucracy that upholds neutrality.

From the Table 1, we can see that there were 99 employees who received promotions in 2019, wherein the rank level of employees with echelon II.b as many as 1 person, echelon III.a 1 person, employee with echelon III.b 1 person, echelon IV.a 24 people and employees with echelon IV.b 72 people. Then entering the year 2020 while several employees received promotions as many as 2 people with the rank of echelon II.a 1 person and echelon III.a 1 person, then entering the year 2021 employees who were promoted as many as 93 people were in the rank level echelon II.a and II.b have one employee each, an employee with echelon III. 16 people a, echelon III.b 37 people,

and employees with rank IV.a as many as 67 people and employees with echelon IV.b as many as 72 people. So the total data for officials in 2019, 2020, and 2021 is 194 employees who have been promoted to certain positions. From the results in the field, it can be seen that some of the officials who are promoted are based on political or family closeness.

## 4 Conclusion

In the implementation of the management of the promotion of the position of the State Civil Apparatus at the Makassar City secretariat in the basics of promotion in terms of experience, employees who will be promoted to positions are seen in terms of their experience but are not the main requirement in the implementation of promotions, but must be based on skills, education level, a rank of the supporting group, so that when placed in a position and responsibility they will carry out with good thought and performance. As well avoiding all kinds of criminal penalties, as well as the implementation of employee promotions is influenced by several factors, namely the Political Nepotism System (Spoil System) where the implementation of promotions in the Makassar City area is still influenced by the political system, kinship and closeness, This happens when a bureaucrat prioritizes his family or supporters during the regional head election in providing opportunities to be promoted to a higher position, and cannot be separated from political influence, this is still far from implementing a neutral or open promotion.

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