



## Implementation System for the Promotion of State Civil Servants in the City of Makassar

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### ABSTRACT

#### Keywords:

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Promotion is a career planning process. This study aims to obtain an overview of the implementation of the promotion of the Makassar City State Civil Apparatus. The approach used is qualitative. Data obtained through direct field observations, interviews, and document analysis. The data analysis used was data reduction, data presentation, and drawing conclusions. The results showed that the implementation of the structural position employee promotion system such as: (a) seniority can be a consideration in the implementation of employee promotion (b) educational qualifications that can support an employee's career to be promoted (c) employee loyalty with a loyal attitude towards work with the institution can become a separate consideration for occupying a higher position in the implementation of promotion, (d) the honesty of an employee of the State civil apparatus is needed in terms of promotion, because it can be related to the tasks that will be carried out when occupying a position with responsibility. greater (e) work performance which is always accompanied by rewards to employees both individually and as an organization, because this reward can improve the performance of employees in carrying out their duties, and always show the abilities they have. iki and can be one of the assessments in the implementation of promotion. Factors that influence (a) Nepotism System (b) Politics (Spoil System), the employees who will be promoted should be avoided from political factors so that the implementation of promotions for employees runs according to established procedures.

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### 1. Introduction

Promotion and transfer of the State Civil Apparatus (ASN) is an effective way to provide experience and learning to all employees in ensuring a career system as mandated in Law Number 5 of 2014 concerning State Civil Apparatus. The implementation of promotions for employees in each government agency is an effort to provide guidance and development for the employees themselves. In addition to improving employee performance, another purpose of the promotion is to motivate other employees to improve their performance.

The State Civil Apparatus (ASN) as a qualified State apparatus is indispensable as an important asset in achieving national development goals. Therefore, promotion in its implementation is necessary for every employee so that what are the goals of employees such as salary, career development, and greater power can be realized at the same time can affect employee morale, as well as to ensure the ability, responsibility, authority and progress of employees concerned. Employee promotions need to be

carried out objectively, because sometimes the influence of subjective elements such as nepotism, inappropriate placement and timing often accompanies the implementation of promotions.

If it is related to Government Regulation Number 11 of 2017 concerning Management of Civil Servants, 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 functional positions (JF) of young experts as long as they meet the requirements of the position, taking into account the needs of the organization/institution concerned.

It can be seen that the implementation of employee promotions, especially in the scope of structural positions, is sometimes considered a fairly effective way to strengthen the party's bargaining position of the political officials concerned. The promotion is only used as a means of retribution as well as revenge for those who do not side with the political officials in power. This of course has a bad impact on the employee career system, where promotions that should be a forum for employee career coaching and development are used as mediations to carry out political negotiations with each other with the aim of strengthening the bargaining position of the political officials concerned in the next General Election.

Since the reform era, bureaucratic leaders at the regional level must be able to implement a more objective and transparent employee promotion system in accordance with the applicable laws and regulations. The implementation of promotions for each employee, especially structural positions within the scope of the regional government, can actually have a positive impact on the employee, including the agency/agency where he works. With the implementation of promotions objectively, the motivation of employees will increase, including the work performance that will be achieved. It's just that sometimes in carrying out the promotion, not all employees consider 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. Thus, employees will sincerely undergo the promotion process in accordance with the decisions given and do not create negative assumptions among employees.

The process of implementing employee promotions, especially in structural positions for echelon II, III and IV employees in Makassar City, is expected to be carried out objectively without prioritizing individual or group interests. So that it will be able to provide new enthusiasm and positive impetus in improving employee performance. However, based on the results of the author's observations in the field, it shows that the implementation of promotion within the scope of the Makassar City Government has not run as expected. This can be seen from the assessment process which is less objective and transparent and even tends to lead to the personal/group interests of political officials. There are several findings in the implementation of employee promotions including, namely: (a) the existence of 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; (b) the implementation of employee promotions carried out by the Makassar City Performance Assessment Team (TPK) is more of a family nature (nepotism system), and (c) the absence of clear benchmarks on how to evaluate employees who will be promoted so that employees are promoted to structural positions. Certain items are not based on the principles of professionalism and objectivity of existing assessments.

Based on the description above, it can be concluded that the basic policy of implementing employee promotions, especially structural positions in the Makassar City Government work environment, is the emotional closeness between the Mayor and the promoted employee. This condition is certainly not in accordance with the principle of "The Right Man On The Right Place". This indicates that the implementation of structural promotions is not in accordance with the established procedures. There are subjective elements such as nepotism and inappropriate employee placement which will ultimately affect the efficiency, effectiveness and morale of employees. In fact, within the Makassar City government, there is a Baperjakat forum (the Advisory Board for Positions and Ranks) which functions to ensure quality and objectivity in the appointment, transfer and dismissal of ASN in and from Echelon II structural positions down.

However, in fact, in accordance with the research phenomenon, although Baperjakat has been involved in giving consideration to Makassar City staffing officers in promoting employees to occupy certain structural positions within the scope of work of the Makassar City Regional Secretariat, it is still *Implementation System for the Promotion of State Civil Servants in the City of Makassar (Muh. Aswar Darwis, et al)*

found that there are subjective elements in promoting employees to a position. certain structures, such as the existence 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 properly. In addition, the emotional closeness between the regional head (Mayor) and certain employees is often used as the basis for policies in the implementation of employee promotions so that the results of the Baperjakat assessment seem to be sidelined.

The various problems related to the promotion of structural positions in the Makassar City scope of work faced by personnel management institutions including Makassar City Baperjakat cannot be separated from some of the authors' findings, namely: (a) Baperjakat's involvement in carrying out its main tasks and functions does not work properly. The assumption is that, so far, the results of the analysis and evaluation provided for the purpose of promotion to structural positions have not received consistent support from the regional head as the regional civil service supervisor in Makassar City; (b) the role of regional personnel management institutions such as the BKPSDM or the Makassar City Regional Secretariat Personnel Section is not working properly. The assumption is that the personnel administration system related to job promotions developed in Makassar City in certain forms is not yet fully understood; and (c) management innovation and the promotion process for structural ASN positions in the Makassar City scope of work are not running as they should. The assumption is that, in order to reduce subjectivity while still prioritizing quality, it is necessary to have certain criteria that would support government elements in Makassar City to promote the right employees in the right structural positions.

The reality at the Makassar City Regional Secretariat at this time is that the promotion system has not been implemented properly because there are still low-achieving employees and their DP3 assessment results are not good, but are promoted to certain structural positions.

## 2. Research Method

This type of research is descriptive qualitative. Qualitative research is an approach that is also known as an investigative approach because researchers usually collect data face-to-face and interact with people at the research site. By seeing that the implementation system for the promotion of the State civil apparatus 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. certain. The research approach used is phenomenology, which is a research conducted through the exposure and experience experienced by the informants.

This research is planned to last for 2 (two) months. This research was carried out by the Makassar City Regional Secretariat by looking at the promotion system and the factors that influence the implementation of the promotion of structural position employees. without any intervention from any party in the context of realizing a clean bureaucracy and based on the applicable laws and regulations.

The research focus is used as the basis for data collection, so that there is no bias towards the data taken. The main focus of this research is as follows: How to assess the promotion system in the structural position of the State Civil Apparatus (ASN) in Makassar City if it is associated with the job promotion criteria indicators proposed by Siswanto in Inengahpartha {2017} which includes seniority, educational qualifications, work performance, level of loyalty, and honesty.

The factors that influence the promotion system in the structural position of the State Civil Apparatus in Makassar City are the Nepotism System and the Spoil System. The sources of data used by the author in this study are; Primary data; Is data obtained from observations made by the author and from informants through in-depth interviews regarding the promotion system of the State Civil Apparatus in Makassar City. 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 system of the promotion of the state civil apparatus in Makassar City.

### 3. Results and Analysis

#### 3.1 Civil Service Promotion System in the Regional Secretariat of Makassar City

Promotion is the process of transferring employees from one position to another higher position. Thus the promotion will always be followed by tasks, responsibilities and authorities that are higher than the 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, a job assessment that leads to a promotion must be carried out effectively so that it can be accepted by all parties without anyone feeling disadvantaged.

#### 3.2 Seniority

Seniority 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.

The system for implementing the promotion of the state civil apparatus in the city of Makassar in the seniority indicator prioritizes the level of experience or seniority of civil servants who will be promoted to certain positions, but does not see it as the main requirement in terms of promotion. With the increase in the experience of an employee in the world of work, the knowledge, skills, skills and dexterity in serving his work in an agency will also increase. Thus, the more a person's work experience or the longer the person's time to work will be able to increase the ability to work together or in other words will affect the increase in the performance of the person concerned.

The results of the promotion system so far in the implementation of seniority employee promotions are one of the considerations in promotion. Job Specification requirements in positions with sub-dimensions Compatibility of job responsibilities with experience background, this is in accordance with Law No. 5 of 2014 in paragraph 4 development Career article 69 paragraph 3 point c which reads socio-cultural competence as measured by work experience related to a pluralistic society. Because with the form of experience that each employee has during their tenure, it is a process when occupying a position, seniority is basically a form of organizational rewards to employees for loyalty and dedication to the organization. Therefore, this system will encourage workers to be more loyal and loyal to their agencies.

#### 3.3 Educational Qualification

Educational qualifications for promotion criteria referred to in this study are based on educational assessments, employees who have qualifications get priority for higher positions. Educational qualifications. Skills in question, are in terms of implementing practical work procedures and scientific disciplines in learning and regulating related elements in policy making and motivation given directly.

Education is a very influential factor on the work potential of employees, the education referred to in this study is formal education, namely general education followed by employees so that it can be used as a tool to improve its quality. In the implementation of promotions for state civil servants in the city of Makassar, the level of education is something that affects employees in promotions, but most of the conditions seen in the research location are that employees who have a good level of education do not necessarily affect their careers, because the rules regarding career paths, as well as in placing an employee in a promotion still pay less attention to the suitability of the level of education they have. However, only from an experience point of view, even though education is greatly influenced in the implementation of promotions because it is a job specification because someone who will be promoted later has a suitability of job responsibilities with an educational background and this has been regulated in Law no. 5 of 2014 concerning State Civil Apparatus.

#### 3.4 Loyalty Level

The level of loyalty in promotion in this study is loyalty, devotion, and trust given or shown to a person or institution in which there is a sense of love and responsibility to try to provide the best service and behavior, with good loyalty owned by an employee it will provide opportunities for higher

promotions, high loyalty will require an employee to work optimally in improving and maintaining the good name of the organization where he works

From the results found by the author in the field, it can be seen that in the implementation of the promotion to be carried out for an employee, a good level of loyalty to the agency is needed, because this is one of the requirements for an employee to be promoted to a higher position, because high loyalty will require an employee to work optimally in improving and maintaining the good name of the institution where he works. a good level of loyalty will have a good influence on promotion or promotion to employees, this is very influential with employee promotions and in accordance with legislation no. 5 of 2014 concerning State Civil Apparatus.

### 3.5 Honesty

Honesty that is meant in this research is specifically in positions related to finance, honesty is seen as very important. This is intended to prevent promotional activities from harming the relevant agencies, because of the dishonesty of the promoted workers/employees.

The facts that occur in the field, the author sees that several state civil servants in the city of Makassar who will be promoted are still many who have the nature of dishonesty in carrying out their duties properly. From this, it is necessary to have even tighter supervision on the implementation of the promotion of the State Civil Apparatus in the city of Makassar, because to run a good government it is necessary to be honest with the State Civil Apparatus who will be promoted to higher positions with good and good duties and responsibilities. big. The above indicators are in accordance with Law No. 5 of 2014 paragraph 6 promotion of article 72.

### 3.6 Work performance

Work performance is an important basis in carrying out promotions because with work performance it means that there is the ability to carry out a new position or task imposed by the organizational agency. Basic work performance means the promotion program is carried out in order to make adjustments between one's abilities and the standard of ability of a certain position.

Results in the implementation of the promotion system for the position of the state civil apparatus in the city of Makassar. Based on the staffing regulations, every employee who has high work performance has a great opportunity to be promoted. Apart from being a reward, none other than the goal is to motivate them to work. And if an employee has been promoted, it means that automatically the responsibility, authority and salary will also increase.

One of the most dominant criteria in the implementation of promotions is work performance because this criterion has a direct effect on improving employee performance. Employees are mutually competent to produce good performance in order to get the expected promotion.

### 3.7 Factors Affecting the Implementation of the Makassar City State Civil Apparatus Promotion System

In the implementation of the promotion system at the Makassar 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 in carrying out tasks well and enthusiastic to get rewards within the organization. These factors are formal education, work performance and the Political Nepotism System, as seen from the above factors in the promotion of civil servants at the Makassar City Secretariat is still influenced by political factors. in the form of political pressures to place an ASN in a certain position or replace an official in a certain position. Even the pressure can defeat the consideration of the examiner team and the regional committee. The amount of political pressure is usually found in strategic positions that will influence the Mayor in his political life. In addition, external influences can also come from pressure from relatives, family and relatives of people involved in the promotion process in structural positions.

**Table 1**  
Makassar City Government Official Data Promotion 2018-2020

Year	Echelon II.a	Echelon II.b	Echelon III.a	Echelon III.b	Echelon IV.a	Echelon VI.b
2018	0	1	1	1	24	72
2019	1	0	1	0	0	0

Year	Echelon II.a	Echelon II.b	Echelon III.a	Echelon III.b	Echelon IV.a	Echelon VI.b
2020	0	0	14	36	43	0
sub-Total	1	1	16	37	67	72
Total				194		

Source: Head of Sub-Division of General Affairs and Personnel of BKPSDMD Makassar City 2020

From the table above, we can see that employees who received promotions in 2018 were 99 employees where in the rank level of employees with echelon II.b as many as 1 person, echelon III.a 1 person, employees with echelon III.b 1 person, echelon IV.a 24 people and employees with echelon IV.b 72 people. Then entering 2019, several employees received 2 promotions with the rank of echelon II.a 1 person and echelon III.a 1 person, then entering 2020 there were 93 employees who were promoted at the level of echelon II.a and II.b there is 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 number of official data for 2018, 2019, and 2020 is 194 employees who have been promoted to certain positions.

With the data above, the author concludes with the results of interviews with several related informants that employees who were promoted from 2018-2020 in practice there are several employees who are promoted based on their level of experience and skills, as for the combination of experience, skills that are being promoted. supported by the level of formal education that is owned so that it is promoted to a certain position. And not in the least some of the employees who are promoted in the table above are influenced by the closeness or kinship factor between the employee and the official concerned, which is what we know as the nepotism system.

#### 4. Conclusion

- a. From the overall results in this study, the authors can conclude that in the implementation of promotions for civil servants in Makassar City, they have almost met the criteria for promotion, but have not run effectively. In these criteria have seniority indicators where these indicators can be considered in the implementation of employee promotions, educational qualifications that can support an employee's career to be promoted, employee loyalty with a loyal attitude towards work with the agency can be a separate consideration for occupying higher positions in the organization. the implementation of promotions, and the honesty and honesty of an employee of the state civil apparatus is very much needed in terms of promotion, because it can be related to the tasks that will be carried out when occupying a position with greater responsibility. So the system for implementing the promotion of civil servants in the city of Makassar has been running in accordance with the requirements of Law no. 5 of 2014 concerning the State Civil Apparatus, but it has not been effective and there are still many things that need to be addressed.
- b. The implementation of employee promotions is influenced by several factors, namely the Nepotism System and Politics (Spoil System) where the implementation of promotions in the Makassar City area is still influenced by a family system and closeness, this happens when a bureaucrat puts his family first in providing opportunities to be recruited. promote to a higher position, and cannot be separated from political influence, it is still far from implementing a neutral or open promotion.

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