

IMPLEMENTING MERIT-BASED POSITION PROMOTIONS IN MALANG DISTRICT, EAST JAVA PROVINCE

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ABSTRAK

Sistem merit merupakan salah satu sistem dalam pengelolaan sumber daya manusia yang menjadikan kualifikasi, kompetensi dan kinerja sebagai suatu pertimbangan utama dalam proses perencanaan, perekrutan, penggajian, pengembangan, promosi, retensi, disiplin dan pensiun pegawai. Pemerintah Kabupaten Malang dalam melaksanakan promosi jabatan melalui system merit belum sepenuhnya berjalan dengan baik, masih ditemukan beberapa jabatan yang belum terisi terutama di kecamatan dan kelurahan. Permasalahan dalam penelitian ini ialah Promosi Jabatan PNS berdasarkan sistem merit pada jabatan eselon III dan IV. Tujuan dari penelitian ini untuk menganalisis Promosi Jabatan PNS berdasarkan Sistem Merit serta Strategy yang dilakukan oleh pemerintah Kabupaten Malang Provinsi Jawa Timur. Penelitian ini menggunakan pendekatan kualitatif dengan metode studi kasus Data primer diperoleh dari informan yang dikumpulkan peneliti, sedangkan data sekunder diolah dari hasil dokumentasi yang dilakukan peneliti. Teknik pengumpulan data melalui wawancara, dokumentasi dan observasi. Dengan teknik analisis data kualitatif. Strategy Promosi jabatan PNS berdasarkan sistem merit menggunakan analisis SWOT. Hasil pembahasan, bahwa jabatan kosong di kecamatan dan kelurahan dikarenakan tingkat pendidikan pegawai hanya SMA, karena tidak sesuai dengan persyaratan, sehingga pihak kecamatan menunjuk pegawai untuk menduduki jabatan dengan *PLT. BKPSDM*, mendorong dan memotivasi pegawai agar melanjutkan pendidikan. kejenjang lebih tinggi. Sembilan indikator dalam pelaksanaan promosi jabatan yaitu: kejujuran, disiplin, prestasi kerja, kerja sama, kecakapan, loyalitas, kepemimpinan, komunikatif dan pendidikan. Persyaratan Pendidikan dan disiplin masih mengalami kendala. Strategy Promosi Jabatan melalui Analisis SWOT, berfungsi untuk menetapkan program dan kegiatan apa saja yang menjadi prioritas yang harus didahulukan dalam Promosi Jabatan berdasarkan Sistem Merit di Kabupaten Malang Provinsi Jawa Timur.

Kata Kunci : Promosi jabatan, Sistem merit, PNS

ABSTRACT

The merit system stands as a cornerstone in human resource management, emphasizing qualifications, competencies, and performance across various facets such as planning, recruitment, payroll, development, promotion, retention, discipline, and retirement of employees. However, the implementation of this system within the Malang Regency Government reveals gaps, particularly in the fulfillment of positions, notably within sub-districts and kelurahans. This

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research delves into the challenges surrounding the promotion of civil servants in echelon III and IV positions based on the merit system. The aim is to scrutinize the promotion process and Strategies adopted by the Malang Regency government, East Java Province. Employing a qualitative approach with a case research method, primary data is gathered from interviews with informants, complemented by secondary data derived from documentation. Through techniques such as interviews, documentation, and observation, qualitative data analysis is conducted. The promotion strategy is further evaluated using a SWOT analysis, pinpointing strengths, weaknesses, opportunities, and threats. Findings reveal that vacancies in sub-districts stem from employees' educational levels, often limited to high school qualifications, leading to the appointment of personnel through PLT. The Department of Human Resources (BKPSDM) endeavors to incentivize employees to pursue higher education. Notably, nine key indicators—honesty, discipline, work performance, cooperation, proficiency, loyalty, leadership, communication, and education—emerge as crucial in promotion evaluations, though challenges persist, particularly in meeting education and discipline requirements. The SWOT analysis aids in identifying priority programs and activities essential for advancing promotion based on the merit system in Malang Regency, East Java Province.

Keywords: Promotion, Merit system, civil servant

Introduction

Regional autonomy has prompted regional governments to manage human resources creatively and innovatively, in line with their delegated authority and responsibilities. Various initiatives in managing human resources for the apparatus have enhanced organizational performance, enabling more effective execution of government tasks. In general, Apparatus Human Resources Management encompasses a range of efforts aimed at increasing efficiency, effectiveness, and professionalism in the implementation of personnel duties, functions, and obligations. This includes planning, recruitment, development, placement, promotion, payroll, welfare, and dismissal.

Law Number 5 of 2014 concerning the State Civil Apparatus mandates that the filling of senior and mid-level leadership positions in Ministries, Secretariats of State Institutions, Non-Structural Institutions, and Regional Agencies be conducted openly and competitively among Civil Servants. This process must consider competency requirements, rank qualifications, education and training, track record, integrity, and other criteria as stipulated by relevant regulations and legislation. Therefore, Law Number 5 of 2014 serves as the legal foundation for developing State Civil Service employees who possess integrity, professionalism, dynamism, and high performance.

Two significant aspects of the State Civil Apparatus Law are: (1) the implementation of merit principles and systems in policies and management, which are based on qualifications, competencies, and performance in a fair and reasonable manner without political influence; (2) the

merit system involves fair and competitive selection and promotion, salary determination, rewards, and punishments based on performance, integrity, and ethical behavior, free from political intervention, and effective and efficient in human resources management. This merit system is a framework for managing human resources in an organization, considering it as a primary factor in planning, recruitment, payroll, development, promotion, retention, discipline, and employee retirement processes. The merit system in the Indonesian bureaucracy aims to produce State Civil Apparatus who are professional and have integrity, placing them in government positions that match their competencies. It includes providing fair and appropriate compensation, developing the capabilities of civil servants through guidance and training, and protecting their careers.

The implementation of the merit system in promotion and transfers across regions in Indonesia is still considered inadequate and requires acceleration and improvement. This issue needs to be addressed by all parties, as it indicates ongoing opportunities for nepotism based on primordial practices and socio-political affiliations. Positions should be filled according to the required qualifications, competencies, and employee performance, following established career patterns.

East Java Province proudly received an award in the 2021 Quality Award for Filling High Leadership Positions (JPT) organized by the State Civil Apparatus Commission (KASN). The province was recognized for implementing a merit system with 'Very Good Quality' in filling JPTs in 2021, achieving the highest merit system implementation assessment in Indonesia. The assessment for determining the best province included five dimensions: Preparation for Charging (25%), Implementation of JPT (40%), Reporting Charging (15%), Innovation in Charging (20%), and Merit System Violation Dimensions (Complaints). More information is available at kominfo.jatimprov.go.id.

The bureaucratic structure of Malang Regency is outlined in Regional Regulation Number 3 of 2022 concerning the Formation and Structure of Malang Regency Regional Apparatus. The Malang Regency Government has made the merit system a key part of its agenda to enhance the quality and competitiveness of human resources. In 2021, the Malang Regency Government underwent a Merit System assessment through verification by the State Civil Apparatus Commission, achieving a score of 261 and earning a Good Category III rating. This indicates that the Malang Regency Government has implemented the merit principle in most aspects of ASN management. With KASN supervision and annual evaluations, three of the eight aspects of the Merit System have been implemented more than 80%: Procurement, Payroll, Awards and Discipline, and Service Protection. This progress presents an opportunity for coordination and

synergy among all Regional Apparatus to further optimize the implementation of the Merit System in Malang Regency.

Promotion is a human resource management activity that involves transferring employees to a higher position with greater responsibilities, more complex tasks, and better compensation (Suparyadi, 2015).

According to Malang Regent's Regulation Number 112 of 2022, which addresses Promotion and Transfer Procedures through the Talent Pool and Civil Servant Succession Plans within the Malang Regency Government, promotions and transfers of civil servants must undergo a selection process. This process ensures that the promotion and transfer of Primary High Leadership Officials, Administrative Positions, and Functional Positions in Regional Governments are conducted objectively, competitively, and accountably, with qualifications, competencies, and performance aligning with Position Competency Standards and organizational needs.

To assist Civil Service Development Officers in implementing promotions and transfers through talent pools and Succession Plans, a Civil Servant Performance Assessment Team was formed. This team comprises the Regional Secretary, officials handling personnel matters, officials managing internal supervision, and related high-ranking officials. The team must have an odd number of at least five members and is responsible for: a) Reviewing the track record of civil servants, b) Examining the potential of civil servants, c) Assessing the competency of civil servants in their positions, d) Providing recommendations for the placement of civil servants to the *PPK*, and e) Performing other tasks assigned by the *PPK* in accordance with the laws and regulations.

Based on information provided by the Head of *BKPSDM*, there are 136 unfilled positions in Malang Regency, particularly at the sub-district and district levels. The average education level of employees in these areas is high school. Additionally, some employees do not comply with the provisions for timely office entry, which hinders the organization's ability to promote them. Promotions are essential to avoid vacancies in official positions and ensure continuous work progress. However, the educational background of many employees, who generally hold only a high school Associate Degree, poses a challenge because the requirements for occupying echelon III and IV positions include a minimum of a D4 qualification.

Given this background, the issue addressed in this research relates to the promotion of civil servant positions based on the merit system for echelon III and IV positions in Malang Regency, East Java Province. The aim of this research is to analyze the promotion of civil servant positions based on the merit system and the Strategies implemented by the government of Malang Regency, East Java Province.

Research Methods

The research employed a qualitative case research method with an internal focus. Primary data were gathered directly by the researchers from sources at the research location, while secondary data were derived from existing documentation. Data were collected through interviews, documentation, and observation, involving several informants; Head of *BKPSDM*, the Secretary of *BKPSDM*, the Head of Discipline, the Head of Transfer, promoted employees, and staff at *BKPSDM*.

Data were analyzed through several steps; data condensation, data display, and conclusion drawing (Matthew B. Miles, A. Michael Huberman, 2014). To actively respond to the promotion strategy for civil servant positions based on the merit system in Malang Regency, East Java Province, the researchers used a SWOT analysis (Strengths, Weaknesses, Opportunities, Threats) as outlined by Sondang P. Siagian (2000).

Results and Discussion

Job promotion represents an expression of trust, appreciation, and recognition bestowed by an agency or organization upon its employees' abilities and skills. Such promotions aim to foster stronger collaboration among employees in fulfilling the organization's mission. When organizations or agencies provide promotions, it serves as a tangible form of appreciation or "reward" for employees, acknowledging their capabilities and skills to assume higher positions.

The execution of promotions, particularly for structural positions within local government, can yield positive outcomes for both the employee and the department/agency. Objective promotions bolster employee motivation and enhance their work performance, leading to notable achievements. However, at times, promotions are not universally perceived as avenues for career advancement and self-development, but rather as tools driven by political interests. Hence, there's a pressing need for promotion mechanisms that prioritize fairness and transparency, ensuring that employees perceive promotions as equitable decisions and averting negative assumptions among them.

The promotion of positions in human resource management necessitates a comprehensive evaluation of the position's specifications, encompassing factors such as education, skills, and personality traits (Azhari, 2011). This promotion endeavor aims to facilitate the career advancement and elevation of employees' ranks in accordance with the criteria outlined in legislation. Upholding the principle of professionalism, promotions are anchored in competency,

work performance, and rank level, ensuring objectivity devoid of discriminatory elements based on race, ethnicity, religion, or societal status.

In the context of promoting Civil Servant positions predicated on the merit system, as articulated by Hasibuan (2016: 111-113), several key attributes are scrutinized to analyze position promotions within the Malang Regency government. These attributes include honesty, discipline, work performance, cooperation, skills, loyalty, leadership, communicative abilities, and educational qualifications.

1. Honesty

Honesty stands as a cornerstone value in the realm of Civil Service integrity. Civil servants have to uphold a standard of integrity that ensures they fulfill their duties and responsibilities with utmost honesty. This commitment to honesty is pivotal in preventing corrupt practices and the misuse of authority, safeguarding the welfare of society. The integrity of civil servants directly influences their performance, transparency, and accountability in executing their roles.

The community serves as a direct monitor of civil servants' performance, assessing whether they adhere to the integrity values in their conduct. Civil servants are entrusted to be forthright, particularly in their dealings with themselves, subordinates, and in fulfilling their responsibilities without exploiting their position for personal gain.

Feedback from an interview with the *BKPSDM* Secretary reveals that employees demonstrate honesty in their duties, adhering to regulations by accurately representing situations and maintaining professionalism, refraining from intertwining personal matters. Employees also display honesty in owning up to errors in their work, contributing to a culture of accountability. This sentiment is echoed by the Head of the Transfer and Promotion Division, who notes that employees maintain a clear distinction between professional and personal matters, fostering honesty in their work. Upholding honesty not only cultivates trust but also alleviates suspicions, enabling employees to perform optimally when their focus remains on honest, dedicated work.

2. Discipline

Discipline is a fundamental value intertwined with an employee's adherence to established regulations and protocols while executing their responsibilities. It encapsulates their capacity to fulfill obligations and steer clear of prohibitions outlined in statutory guidelines. Any deviation from these standards entails disciplinary measures.

The Head of Discipline in Malang Regency acknowledges the persistence of disciplinary issues among employees. Violators are subject to warnings and sanctions commensurate with the

severity of their transgressions, as dictated by prevailing regulations. The recent enactment of Government Regulation Number 94 of 2021 underscores a more stringent approach to civil servant discipline. Records of employees involved in disciplinary breaches are meticulously logged within the "SIASN" application, facilitating comprehensive oversight and accountability.

3. Work Performance

Performance within an organization reflects the extent to which leaders' set goals are prioritized, typically garnering attention only when they significantly deviate or when issues arise. Interviews with the Secretary of *BKPSDM* and the Head of the Employee Transfer Division in Malang Regency indicate that employees demonstrate effective and efficient completion of tasks in both quality and quantity, despite primarily possessing high school and bachelor's degrees. They effectively manage their time but could benefit from skill enhancement through training programs.

4. Cooperation

For civil servants (*ASN*), cooperation stands as a vital criterion in assessing work behavior. Cooperation, in the context of work behavior, denotes the willingness and ability of *ASN* to collaborate with colleagues, superiors, subordinates within their work units, and across other agencies to fulfill designated tasks and responsibilities effectively, aiming for optimal efficiency and fruitful outcomes. Interpersonal skills, on the other hand, encompass a person's capacity to interact adeptly with others, including active listening, clear expression of opinions, and adaptability to various situations, both verbally and non-verbally.

Employees within the Malang Regency Government demonstrate a harmonious ability to collaborate with peers horizontally and vertically. Cooperation proves essential in daily life, especially in the professional realm, given humans' inherently social nature. Consequently, individuals rely on each other for support and assistance. By fostering a culture of collaboration, a conducive working environment is cultivated, nurturing positive relationships among all employees.

5. Competence

An employee is expected to exhibit competence, creativity, and innovation in effectively fulfilling their job responsibilities. They should possess the ability to work independently, without constant supervision from superiors, to achieve optimal results.

Interview findings from the *BKPSDM* Secretary and Division Head indicate that employees at sub-district and village levels are tasked with demonstrating competency in their roles. Given the considerable

distances between Malang Regency and the sub-districts, as well as between sub-districts themselves, averaging 2-3 hours by car, employees face challenges exacerbated by limited human resources, primarily with high school education. Some employees hold multiple positions, necessitating the utilization of their knowledge and experience to tackle job-related tasks. However, there's a notable reluctance among employees to make decisions independently, attributed to their educational background, predominantly high school level.

This poses a significant challenge for the Malang Regency government in cultivating a professional, assertive, and confident workforce capable of efficiently delivering public services. One informant emphasized the importance for sub-districts to operate professionally, swiftly addressing public needs and adapting to environmental changes, prioritizing community-oriented approaches over hierarchical obedience. Moreover, numerous vacant positions across sub-districts and interim positions necessitate employees to exhibit heightened creativity and adaptability in resolving workplace issues effectively.

6. Loyalty

Loyalty embodies the fidelity, dedication, and trust that individuals hold towards their organization, driven by a profound sense of commitment and responsibility to deliver exemplary service and conduct. Employees' loyalty fosters a deep-seated sense of accountability, igniting enthusiasm and dedication towards their work. It instills a robust sense of self-assurance in fulfilling duties, characterized by confidence in one's capabilities and judgment.

Self-confidence manifests as an internal reservoir of strength, empowering individuals to navigate tasks and challenges with assurance. It is the unwavering belief in one's abilities and the efficacy of chosen approaches. Self-confidence equips individuals to confront an evolving and demanding environment with poise, bolstering their trust in their decisions and opinions.

7. Leadership

Achieving peak performance is intricately linked with effective leadership and a nurturing work environment, as echoed by employees within the *BKPSDM* setting. Leadership plays a pivotal role in motivating State Civil Service members, evident in the considerable emphasis placed on both material and non-material incentives to inspire *ASN* to excel in their duties. Welfare provisions and the cultivation of discipline stand out as key motivational factors, as highlighted by various informants.

However, despite these efforts, there remains a notable deficiency in the self-assurance of employees assuming acting roles at sub-district and village levels, a concern articulated by the *BKPSDM* Secretary. Employee involvement and participation emerge as crucial elements within any organization, including the Malang Regency government. Encouraging active engagement and

soliciting input from employees in decision-making processes not only fosters a sense of ownership but also harnesses the collective wisdom of the workforce, driving organizational growth and adaptability.

The consensus among leaders, exemplified by the affirmation from the Head of *BKPSDM*, underscores the importance of maintaining robust motivational Strategies. Motivation, construed as the catalyst that unleashes individual potential and propels collective action towards predefined objectives, is duly recognized and cultivated among *ASN*, encompassing both tangible rewards and intangible acknowledgments.

In the sub-district environment, particularly among employees holding multiple positions or acting in Echelon IV or III roles, a notable lack of self-confidence is observed. This is often attributed to their educational background being limited to high school, whereas the position requirements typically demand a D-4 level of education. Self-confidence is identified as a crucial element in practicing effective self-leadership.

Leadership necessitates a strong sense of assurance. Self-confidence comprises an individual's attitudes and beliefs when confronted with tasks or responsibilities that are dynamic and heavily reliant on personal abilities. This sense of self-assurance significantly influences the generation of ideas, initiative, creativity, courage, persistence, work enthusiasm, and dedication to fulfilling assigned tasks. In the workplace, self-confidence holds significant importance as it directly impacts performance and garners trust from colleagues, subordinates, and superiors alike.

The level of self-confidence, as demonstrated through perseverance in the workplace, becomes palpable and spreads throughout the organizational environment. This observation surfaced during discussions regarding the scarcity of human resources in the sub-district setting, leading to the necessity of appointing acting officers to fill Echelon III and IV positions.

The implementation of meritocracy within the Malang Regency Government's State Civil Apparatus is evaluated based on leadership's role in motivating employees, yielding positive outcomes. Employees demonstrate accountability by producing both qualitatively and quantitatively satisfactory work, operating effectively and efficiently. Leaders play a pivotal role in fostering collaboration and effectiveness among their subordinates to achieve organizational objectives. They serve as exemplars, engaging subordinates in decision-making processes, thereby fostering a sense of appreciation and motivation among employees to enhance their performance.

8. Communication

The Head of Division remarked that the interpersonal skills among the civil servants (*ASN*) within the Malang Regency Government are generally commendable. These interpersonal skills,

particularly crucial at the sub-district levels, play a vital role in fostering effective interactions, often referred to as soft skills. Among these, conflict resolution, negotiation, and cooperation stand out as essential competencies for every ASN, regardless of their position, yet they still require further enhancement.

Interpersonal skills serve as a yardstick for bolstering organizational morale, given their influence on work outcomes, communication objectives, and the quality of work relationships within the agency. Effective communication facilitates mutual understanding between employees and leaders, fostering an environment conducive to motivation and heightened productivity through harmonious relationships. This collaborative harmony is anticipated to elevate employee enthusiasm for work, as communication underpins the entire spectrum of human behavior development within the organization, as articulated by the Head of the Education Service.

In terms of communication, adept communication skills are indispensable for ASNs to fulfill their responsibilities and foster productive collaboration with subordinates, superiors, colleagues, and external stakeholders. By ensuring effective communication and adept reception of information from both superiors and subordinates, ASNs mitigate the risk of miscommunication in the execution of their duties.

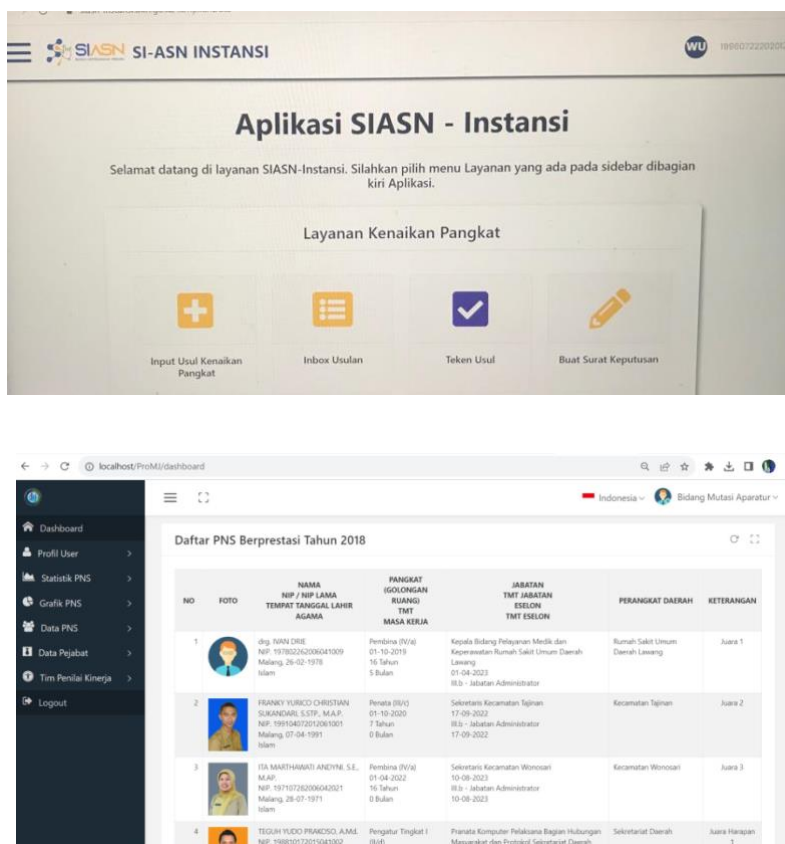
9. Education

The Head of *BKPSDM* emphasizes that the selection of employees for structural positions should be based on an objective assessment comparing the competencies, qualifications, and requirements stipulated for the position against those possessed by the employee.

Interviews conducted with the Secretary of *BKPSDM* and the Head of the Employee Transfer Division reveal that employees in sub-districts typically have a high school education level on average. This poses a challenge for their career advancement, as one of the prerequisites for holding Echelon III and Echelon IV positions is a Associate Degree 3 qualification.

In the context of Malang Regency, the promotion process through Employee Transfers has not fully embraced a merit-based system yet. However, there are plans to collaborate with the Surabaya City Government to implement promotions through the "Replication" application in the future. Malang Regency's existing application, "*SIASN*," has been operational for approximately five years. This application facilitates the process of transferring employees to Echelon III and Echelon IV structural positions by storing data and profiles of employees, including their qualifications, education background, and competencies, as well as their ranks and positions (effective start date of the position). The screenshot below illustrates the interface of the "*SIASN*" application.

Figure 1 : Interface of SIASN-INSTANSI Application



Source: *BKPSDM* of Malang Regency, 2023

The Head of the *BKPSDM* Employee Transfer Division reports that there are currently 136 vacant positions in Malang Regency, with the majority being at the sub-district and sub-district levels. This scarcity is primarily due to the limited availability of human resources in these areas. Consequently, filling positions at the Echelon 3 and Echelon 4 levels presents a challenge, as the educational qualifications for State Civil Service positions typically only require a high school Associate Degree. However, according to Republic of Indonesia Minister of Administrative and Bureaucratic Reform Regulation Number 11 of 2017, a minimum of a D3 education is required for supervisory positions.

To address these vacancies, sub-districts have resorted to appointing employees to act in supervisory roles concurrently with their current positions. This approach aims to incentivize and motivate employees to pursue higher education. However, many employees are hesitant to do so, citing concerns about their age or proximity to retirement, thus exacerbating the difficulty in filling positions that require higher educational qualifications.

As a result, the Malang Regency Government has implemented temporary solutions, such as appointing employees as acting supervisors with extended validity periods, allowing for up to two extensions. Consequently, the implementation of promotions based on merit within the Malang Regency Government has not been fully realized.

The scarcity of human resources in sub-districts has led to employees being hesitant in decision-making when confronted with work challenges in their roles as acting officers. This reluctance stems from their lack of self-confidence, primarily due to their educational background being limited to high school, despite their temporary positions as acting assistants. This presents a significant hurdle for the Malang Regency government in cultivating a professional, assertive, and decisive workforce capable of efficiently delivering public services.

While a sizable workforce is undoubtedly valuable, organizational success cannot solely rely on sheer numbers; it must be complemented by educational qualifications. Additionally, the skills and competencies of employees play a pivotal role in ensuring the effective and efficient achievement of organizational objectives. Various initiatives have been undertaken to enhance employee skills, including targeted training programs designed to bolster specific abilities essential for job performance.

The Promotion Strategy Based on Merit System analyzed through SWOT Analysis SWOT Analysis is described as follows.

1. Strength

Several factors were identified as strengths in promoting civil servant positions based on the merit system, including: a) Sufficient human resources availability, b) Effective communication skills, c) High-performing human resources and d) Competent human resources.

2. Weakness

Weaknesses in the promotion of civil servant positions based on the merit system have been identified, including: a) Insufficient quality of current human resources and b) Persistent non-compliance with work hours among certain employees.

3. Opportunities

Several factors were identified as opportunities for promotion to civil servant positions based on the merit system, including: a) Employees possess fundamental work skills, b)

Employees demonstrate creativity in task completion and c) Employees exhibit loyalty in their work.

4. Threats

Several factors were identified as posing threats to the promotion of civil servant positions based on the merit system, including: a) The presence of employees serving in an acting capacity (*PLT*) and b) The existence of sanctions within the *SIASN* application.

After identifying these strategic issues in the form of strengths, weaknesses, opportunities, and threats, the next step is to formulate strategies. This involves reflecting on various possible combinations of the four Strategies to create four types of Strategies: Strengths-Opportunities (S-O) strategy, Strengths-Threats (S-T) strategy, Weaknesses-Opportunities (W-O) strategy, and Weaknesses-Threats (W-T) strategy.

The following Strategies can be used to promote civil servant positions based on the merit system in Malang Regency:

1. S-O Strategy: Capitalize on strengths to exploit opportunities.
2. S-T Strategy: Use strengths to mitigate threats.
3. W-O Strategy: Overcome weaknesses by exploiting opportunities.
4. W-T Strategy: Minimize weaknesses and avoid threats.

These Strategies can be further developed and tailored to address the specific challenges faced in promoting civil servant positions in Malang Regency.

Table 2: SWOT Analysis

SWOT ANALYSIS	STRENGTH	WEAKNESS
	a. Adequate number of human resources b. Good communication skill c. Well-performing human resources d. Having capable human resources	
OPPORTUNITY	STRATEGY S-O	STRATEGY W-O
a. Employees have basic work skills	1. Improving employees' performance through education	1. Strong job responsibility 2. Strong motivation at work.

b. Employees have creativity in completing tasks c. Have strong job loyalty	2. Improving employees' skills through training programs	
THREATS	STRATEGY S-T	STRATEGY W-T
a. There are employees who are assigned as <i>PLT</i> b. Sanctions imposition in the <i>SIASN</i> application	1. Establishing vertical and horizontal cooperation 2. Conveying actual actions 3. Building a good communication atmosphere	1. Making appointments through <i>PLT</i> 2. Giving sanctions to employees who violate through the <i>SIASN</i> application.

Source: Data Processed 2023

The strategy options available for promoting civil servant positions based on the merit system in Malang Regency, as derived from the SWOT analysis, are outlined below:

1. S-O Strategy: Leveraging strengths to capitalize on opportunities: a) Enhancing employee performance through educational initiatives and b) Enhancing employee skills through tailored training programs.
2. W-O Strategy: Addressing weaknesses while seizing opportunities: a) Cultivating a strong sense of responsibility towards work and organizational goals and b) Fostering high levels of motivation among employees.
3. S-T Strategy: Utilizing strengths to tackle challenges: a) Establishing both vertical and horizontal cooperation, b) Adaptively responding to the prevailing circumstances and c) Cultivating a conducive atmosphere for effective communication.
4. W-T Strategy: Mitigating weaknesses and averting threats: a) Utilizing *PLT* for position appointments and b) Enforcing sanctions against violators through the *SIASN* application.

Based on the SWOT analysis conducted, six key strategic issues have emerged regarding the realization of promoting civil servant positions based on the merit system in Malang Regency as follows.

1. Enhancing employee performance through educational initiatives.
2. Enhancing employee skills through structured training programs.
3. Fostering both vertical and horizontal cooperation among stakeholders.
4. Cultivating a positive and open communication environment.
5. Utilizing *PLT* for position appointments.
6. Enforcing sanctions against employees who breach regulations through the *SIASN* application.

Conclusion

The full implementation of the merit-based promotion system for Civil Servant positions in Malang Regency, East Java Province, remains incomplete despite the utilization of the *SIASN* application for promotions and transfers. Several barriers persist, particularly in meeting disciplinary and educational requirements.

Key aspects of consideration for effective promotions include: 1) Honesty: Employees must maintain integrity by keeping office matters separate from personal affairs and conveying accurate information devoid of personal bias. 2) Discipline: Adherence to workplace regulations, including punctuality and compliance with rules, is essential to prevent disruptions to work processes. Violations will be met with appropriate sanctions. 3) Work Performance: Employees are expected to demonstrate both quality and quantity in their work, utilizing their time efficiently and seeking opportunities for skill enhancement through training, despite the average educational background being at a high school level. 4) Collaboration: Harmonious teamwork within the government structure is crucial, both horizontally and vertically, reflecting the necessity of cooperation in both personal and professional spheres. 5) Skills: Employees at various levels must possess the necessary competencies to complete their tasks effectively, utilizing their knowledge and experience to communicate and apply themselves proficiently. 6) Loyalty: Self-confidence and commitment to duty are vital, reflecting an individual's ability to navigate challenges and take responsibility for their decisions in the face of an increasingly demanding environment. 7) Leadership: Employees in acting officer roles at various levels require confidence and motivation from leadership to fulfill their duties effectively, with support provided in both material and non-material forms. 8) Communication: Effective communication skills are essential for Civil Servants to collaborate successfully with colleagues, superiors, and external parties, minimizing the risk of miscommunication in fulfilling their duties. 9) Education: While the majority of employees hold a high school education level, advancement to higher echelons is hindered by the requirement of an Associate Degree 3 qualification.

As described, several challenges occur in job promotions in Malang Regency experience as follows.

1. Human Resource Quality

The limited skilled personnel within government agencies presents a significant challenge for leaders in the promotion process. Currently, Malang Regency faces approximately 136 vacant positions across Echelon III and Echelon IV, particularly at the sub-district and sub-district levels. Filling these vacancies proves challenging due to the

insufficient quality of human resources, with most State Civil Service employees holding only a high school education level, whereas the minimum requirement for these positions is a Associate Degree 3 (D-3) qualification. Consequently, to address this shortfall, sub-districts resort to appointing employees to serve in acting or concurrent roles to temporarily occupy these positions.

2. Discipline

Disciplinary violations commonly observed among employees include non-compliance with entry terms and working hours. Within the governmental framework, work discipline is paramount for Civil Servants, particularly those directly engaging with the community in sub-districts and sub-districts. Given their pivotal role in delivering services to the public, it is imperative that they exhibit high levels of discipline, coupled with stellar work performance and professionalism. Additionally, their demeanor should reflect loyalty and obedience to the state, coupled with a profound awareness of their responsibilities as public service members.

3. Appointment of Acting Executives (*PLT*)

Due to the scarcity of human resources in the sub-district, leadership has opted to appoint individuals to serve in temporary capacities, either as Acting Executives (*PLT*) or concurrent positions within the Malang Regency sub-district. An Acting Executive (*PLT*) may fulfill their role for a maximum of 3 (three) months, with the possibility of extension as needed to address ongoing resource constraints.

To address the aforementioned challenges, the following conclusions are proposed.

1. Human Resource Development

To enhance the competency of human resources and improve their effectiveness in their roles, it is crucial to invest in skill development. One avenue is through formal education, encouraging employees to pursue higher qualifications such as transitioning from high school to a bachelor's degree (S1). However, many sub-district employees still possess only a high school education, hindering the implementation of merit-based promotions.

In addition to formal education, non-formal education or training tailored to their specific field of work can be invaluable. This type of education prepares employees to tackle job responsibilities they may not yet fully comprehend. Often, when employees are promoted to new positions for which they lack sufficient educational background, training becomes

essential. Through targeted training programs, employees can enhance their abilities, refine their skills, and adapt to new job duties effectively.

2. Discipline

Work discipline is a crucial asset for government officials, as it directly impacts the delivery of services to the public. However, the overall quality of work ethics and discipline among officials remains relatively low. Achieving a transparent and authoritative government begins with enforcing national discipline within the state apparatus. Failure to adhere to employee disciplinary regulations can impede government and national development efforts.

Civil servants serve as societal role models, and their conduct shapes public perception of their role. Recognizing the significance of discipline, the Indonesian government has enacted Government Regulation Number 94 of 2021, which addresses Civil Servant Discipline. This regulation aims to ensure civil servants are always prepared to fulfill their responsibilities. Despite this, instances of disciplinary violations within agencies often lead to ineffective employee performance.

Under Government Regulation Number 94 of 2021, civil servants who breach regulations or prohibitions are liable to face disciplinary repercussions in accordance with existing laws and regulations. Upholding civil servant discipline is paramount to fostering reliable, professional, and morally upright civil servants. Regulations play a crucial role in maintaining order, facilitating smooth task execution, and promoting productivity based on a career and performance-based system. Consequently, the supervision and enforcement of disciplinary laws are essential to address violations and uphold the integrity of civil service.

3. Definitive

There are currently around 136 vacant positions within the Malang Regency government, spanning both Echelon IV and Echelon III levels, particularly at the sub-district and sub-district levels. This scarcity of personnel in the sub-district areas has led officials to appoint acting officers due to limited human resources. However, these acting officers, known as *PLT*, are restricted in their authority according to SE BKN 2/2019, which prohibits them from making Strategic decisions or actions that alter legal statuses in organizational, staffing, and budgetary aspects. Despite this limitation, the process of appointing civil servants to these positions within the sub-district environment must adhere to specific requirements, including holding civil servant status and possessing a minimum rank of one level.

In order to implement a merit-based promotion strategy for civil servant positions in Malang Regency, East Java Province, several key initiatives are proposed: a) Enhancing employee performance through educational opportunities, b) Enriching employee skills via comprehensive training programs, c) Fostering both vertical and horizontal collaboration among staff, d) Cultivating a culture of open communication, e) Conducting position appointments through *PLT*, and f) Enforcing sanctions via the *SIASN* application against employees who breach regulations.

Furthermore, the Department of Human Resources (*BKPSDM*) in Malang Regency should forge partnerships with educational institutions offering scholarships for employees. Prioritizing collaborations in professional competency training activities is imperative, along with intensifying efforts to engage stakeholders not only on a national level but also through targeted meetings aimed at implementing merit-based promotions. Additionally, the district government should play a proactive role in submitting proposals for employee requirements based on thorough job and workload analyses. Firm actions must also be taken against employees who disregard service hour regulations, following up on warnings issued through the *SIASN* application.

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