

Factors inhibiting the promotion of civil servants at the department of education in Mimika Regency

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Abstract

Purpose: This study aims to identify and analyze the factors inhibiting the promotion of civil servants at the Department of Education in Mimika Regency, focusing on structural, bureaucratic, and non-technical barriers that affect the fairness and effectiveness of the promotion process.

Research/methodology: A mixed-methods approach was adopted, combining quantitative data (using descriptive and inferential statistics such as Pearson correlation and ANOVA) and qualitative insights (from semi-structured interviews, FGDs, and thematic analysis). The study involved 74 civil servants sampled from a population of 91 using Slovin's formula. Data triangulation was conducted to ensure validity across sources and methods.

Results: The findings revealed that complex bureaucracy, unclear implementation of local promotion policies, and inadequate dissemination are the most prominent structural barriers. Non-technical factors such as favoritism, interpersonal relationships, and internal politics also significantly affect promotion outcomes. Competence alone was not a sufficient condition for promotion, as subjective judgments and limited access to professional development programs also played a decisive role.

Conclusions: The promotion of civil servants in the Mimika Education Office is hindered by bureaucratic complexity, unclear policies, and non-technical factors such as favoritism and internal politics. Competence alone is insufficient, as limited training access and unequal opportunities persist. A transparent, merit-based promotion system is urgently needed to improve fairness, motivation, and organizational performance.

Limitations: The study is limited by its localized focus on a single government office, which may not fully represent other regional or institutional contexts. Additionally, data on budgetary allocations and their actual execution were partly unavailable or lacked transparency, limiting financial analysis depth.

Contribution: This study contributes to public sector HR literature by providing empirical evidence on the intersection of bureaucratic processes, social-cultural dynamics, and career development. The findings support policy recommendations for more transparent, merit-based promotion systems and improved access to competency development, particularly in geographically remote regions like Mimika.

Keywords: *Civil Servants, Organizational Structure, Personnel Policy, Professional Development, Promotion*

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1. Introduction

The issue related to the promotion of Civil Servants (PNS) at the Education Office of Mimika Regency has become a serious concern, particularly due to various obstacles that affect the efficiency and fairness of the promotion process. These issues include the ineffective implementation of local policies, the exhausting complexity of bureaucracy, and the uneven distribution of ranks that causes stagnation in the organizational structure (Ciobanu & Androniceanu, 2015). As previously stated by earlier research, poorly structured policies can be a significant cause of delays in promotions and career advancement for PNS (Dharmanegara, Sitiari, & Adelina, 2016). In this context, the accumulation of employees in certain ranks indicates inefficiency in human resource management, resulting in many employees not receiving promotions for years.

The situation on the ground further reinforces the urgency of this research. The promotion process at the Education Office of Mimika Regency is often hampered by bureaucratic and administrative hurdles, causing many employees to feel frustrated. Complaints about unfairness and lack of transparency in the promotion procedure have emerged, raising negative perceptions about favoritism and discrimination (Susanty, 2022). This obstacle is worsened by social-cultural and geographical factors in Mimika, such as limited access to professional training due to extreme geographical challenges, which affects employees' ability to enhance the competencies necessary for promotion (Agustina, 2021).

This research is essential to identify and analyze the barriers to PNS promotions at the Education Office of Mimika Regency comprehensively. The study will provide insights into how local policies, organizational structures, and various social-cultural and geographical factors influence the promotion process (Ahmadi, 2022; Fahmi, 2022). With a better understanding of these conditions, evidence-based solutions can be formulated to improve the promotion system and enhance efficiency and fairness. This research addresses a gap in the literature, which still lacks exploration of the local contextual influences on human resources in the education sector (Aji, 2022).

The core problem observable from this context is the inefficiency in the promotion process due to ineffective local policies, complicated bureaucracy, and the lack of sustainable competency development programs. This has led to stagnation and affects the overall organizational performance (Maulana, 2021). The unsupported organizational structure, inadequate budget allocation, and social-cultural challenges in Mimika Regency further complicate the issue (Rahayu, 2023). As found in research, the implementation of ineffective policies contributes to low employee motivation and a decline in institutional performance (Darnawati, Ismail, & Aminah, 2021).

Initial data indicate the need for a holistic approach. The first study, which utilized quantitative data, revealed an imbalance in rank distribution and a low promotion rate in the last five years. Only a small proportion of employees received promotions, and these were often not correlated with competency or work performance (Subhi, 2020). A deeper analysis showed that few employees participated in training and competency development programs, ultimately affecting their readiness for promotion (Fayatunisyah & Wulandari, 2023). A second qualitative study described employee perceptions that the promotion system is unfair, filled with favoritism, and lacks support for career development. Non-technical factors such as interpersonal relationships and discriminatory policies were identified as significant barriers (Sakiman, 2019).

From these findings, it can be concluded that the combination of the organizational structure's inability to support career development, unjust policies, and social-cultural barriers constitutes the root problem. This study is expected to offer solutions to improve the administrative process and increase access to relevant training programs. With evidence-based recommendations, improvements to the staffing system are expected to have a positive impact on organizational performance and employee motivation at the Education Office of Mimika Regency. This research is important because, first, it can improve the effectiveness of the staffing system (Irianto, Ratnawati, & Tyas, 2023). With a deeper understanding of the barriers, more effective policies can be designed to ensure fairer and more transparent promotions (Saputra, Endra, & Erlangga, 2022). Second, this research will also help address the social-cultural and

geographical challenges that have often been overlooked. By considering local factors, the formulated solutions will be more relevant and implementable (Fayatunisyah & Wulandari, 2023; Subhi, 2020). Third, this research will support the improvement of education services, where PNS, particularly teachers, play a key role in the quality of learning. Motivated and professionally developed teachers can enhance student learning achievements, providing long-term benefits for the people of Mimika Regency.

2. Literature review

2.1 Human Resource Management Theory

Human Resource Management (HRM) plays a crucial role in the effectiveness of public sector organizations, including improving the performance and motivation of PNS through a fair and transparent promotion system (Basuki, 2023). Modern HRM theory emphasizes a strategic approach that views employees as valuable assets (human capital) that need to be developed optimally to achieve organizational goals (Syuhada & Putra, 2024). In this approach, HR management is not just operational, but is designed to create a productive and innovative work environment (Zhafira, 2024). Investment in human capital, through training programs, performance-based evaluations, and merit-based promotion policies, is essential to ensure the sustainability and competitiveness of organizations, especially in a bureaucratic environment (Maggara & Syamsir, 2024).

In the context of governmental organizations such as the Education Office of Mimika Regency, the development of human capital includes specific strategic efforts. This includes competency-based recruitment and selection to ensure that the recruited employees have relevant skills, as well as the implementation of continuous training and development programs to retain and enhance employees' abilities. Additionally, an objective and measurable performance evaluation system is key to ensuring a fair and performance-based promotion process (Aisyah, Magdalena, Sihombing, & Afnira, 2024). By applying effective HRM theory, it is expected that employee performance will improve, innovation will be stimulated, and a positive organizational culture will be formed, ultimately creating a more efficient and responsive staffing system.

2.2 Bureaucracy Theory and Organizational Efficiency

Bureaucracy theory is an ideal form of organization characterized by a clear hierarchical structure, specialized division of labor, strict rules and procedures, and impersonal work relationships. Bureaucracy is capable of enhancing organizational efficiency by providing a structured and predictable system, minimizing errors, and ensuring consistency in decision-making (Said, Achnopa, Zahar, & Wibowo, 2019). Winurini (2023) states that while bureaucracy can create order, it can also lead to excessive rigidity, hinder innovation, and reduce human relationships within the organization.

Organizational efficiency in the context of bureaucracy refers to achieving goals with minimal use of resources (Firdaus & Hasbullah, 2019). Bureaucratic structure can improve efficiency by coordinating complex activities and reducing conflicts between work unit (Mulyanty & Ahmadi, 2024). An overly rigid bureaucratic structure can limit flexibility and innovation, which in turn hinders operational efficiency. Bureaucratic rigidity can become a barrier in situations that require rapid adaptation or decisions that cannot be managed solely through formal procedures (Irawan & Armadani, 2021).

2.3 Work Motivation and Career Development Theory

Work motivation theory provides an understanding of the factors that influence individuals to work hard to achieve organizational goals. One of the most relevant theories in this context is the Expectancy Theory proposed by Victor Vroom in 1964. Vroom states that a person's motivation is influenced by three components: expectancy (the belief that their effort will result in good performance), instrumentality (the belief that good performance will lead to rewards), and valence (the value that the individual places on the reward) (Sari & Candra, 2020). For Civil Servants (PNS), promotions are considered a reward with high valence because they are linked to recognition, increased responsibility, and greater financial benefits (Anandita, Baharudin, & Mahendri, 2021). Previous research has highlighted the importance of work motivation and career development in improving employee

performance and retention. Research by Cowen, Rink, Cuypers, Grégoire, and Weller (2022) shows that intrinsic motivation, such as job satisfaction, is positively related to employee performance and commitment. Therefore, this study aims to fill the gap in the literature by exploring how work motivation and career development theories can be applied to understand the challenges faced by PNS at the Education Office of Mimika Regency, considering contextual factors such as local policies and socio-cultural dynamics (Halisa, 2020).

2.4 Socio-Cultural Influence on Professional Development

Socio-cultural factors play a significant role in shaping individual behavior, values, and norms, including in the workplace. Cultural dimensions such as individualism vs. collectivism, power distance, and uncertainty avoidance influence organizational behavior (Agustin & Purwanto, 2023). In terms of professional development, social values and norms play a crucial role in motivating individuals to learn, grow, and achieve success (Safiri, 2022). This concept suggests that a collective culture that emphasizes cooperation and harmony can influence an individual's motivation to achieve personal or organizational goals.

For Civil Servants (PNS) in Indonesia, including those in Mimika Regency, social culture such as respect for seniority and the importance of interpersonal relationships greatly influences motivation and performance. Research by Marthalina (2021) highlights that social support from supervisors and colleagues has a significant impact on work motivation and employee performance. However, Muspawi (2020) indicates that non-technical factors, such as personal closeness and patronage, can influence the promotion process, leading to unfairness and lack of transparency in promotions. This study aims to fill the gap in the literature by analyzing how the prevailing social values and norms in Mimika, including local culture and informal practices, affect professional development and the promotion of PNS at the Education Office of Mimika Regency (Dahlan, Arafat, & Eddy, 2020; Syarifuddin & Marliana, 2022).

2.5 Civil Servant Promotion Policy

The promotion policy for Civil Servants (PNS) in Indonesia is regulated by Law Number 5 of 2014 on the State Civil Apparatus (ASN) and Government Regulation Number 11 of 2017 on Civil Servant Management. The purpose of this policy is to reward PNS for their work performance and service, as well as to encourage increased competency and professionalism. One important aspect of this policy is promotion based on work tenure, performance appraisal, and the achievement of credit points for functional positions, as outlined in Article 79 of the ASN Law. For teachers and education personnel, the Ministry of Education and Culture (Kemendikbud) has issued additional regulations, such as Ministerial Regulation Number 16 of 2019, which explains the requirements and procedures for promotions in the functional positions of teachers.

At the Mimika Regency level, this policy is applied with adjustments to local conditions. The Regional Regulation of Mimika Regency Number 5 of 2022 on Regional Financial Management provides additional provisions, including incentives and special allowances for PNS holding certain functional positions, such as teachers and education personnel. However, in practice, the implementation of the promotion policy in Mimika still faces various challenges, including budget limitations, complex bureaucratic procedures, and limited access to professional training and development programs. These barriers result in many PNS meeting the administrative requirements but failing to meet the competency development criteria necessary for promotion. Performance appraisal and the achievement of credit points are the key factors affecting promotion, but their implementation is still hindered by a lack of transparency. The lack of objectivity and monitoring worsens the effectiveness of the policy in the region. Limited access to training and professional development is a serious constraint, especially in remote areas like Mimika Regency. This study aims to fill the gap in the literature by analyzing how the promotion policy is implemented in Mimika Regency, exploring the challenges faced, and suggesting solutions that could be implemented to improve the effectiveness of the PNS promotion system.

3. Methodology

The research methodology used in this study is a mixed-methods approach, which combines quantitative and qualitative methods to gain a comprehensive understanding of the factors hindering PNS promotions at the Education Office of Mimika Regency. The quantitative approach is used to analyze numerical data such as rank distribution, tenure, and promotion success rates using descriptive and inferential statistical techniques, such as Pearson correlation and linear regression tests. Meanwhile, the qualitative approach is utilized to explore in-depth perceptions, experiences, and views of PNS through semi-structured interviews, Focus Group Discussions (FGD), and non-participant observation. This research was conducted at the Education Office of Mimika Regency, involving PNS from various ranks and positions as research subjects.

Primary data were obtained through questionnaires, interviews, observations, and FGDs, while secondary data were collected from official documents such as regional government policies, personnel reports, promotion archives, and regulations related to promotions. The sampling technique used was purposive sampling for interviews with key informants (such as department heads and personnel officers), and stratified random sampling for distributing questionnaires to PNS. From a population of 91, a sample size was determined using Slovin's formula at a 5% margin of error, resulting in 74 respondents. Quantitative data were analyzed to describe general trends and test the hypotheses, while qualitative data were analyzed using data reduction, data presentation, and conclusion drawing techniques. To enhance the validity of the research findings, triangulation between methods and data sources was carried out. The operational definitions of the variables include the implementation of local policies, organizational structure effectiveness, non-technical factors (such as discrimination and interpersonal relationships), employee competencies, and the effectiveness of training and professional development budget allocations. The analysis results are expected to provide a holistic picture of the structural and cultural barriers in the PNS promotion system at the Education Office of Mimika Regency.

4. Results and discussions

4.1 Research Results

4.1.1 Quantitative Data Processing

a) Descriptive Statistics Test

1) Frequency and Percentage Distribution

The Frequency and Percentage Distribution provides an overview of respondents' answers to each question.

- a. Responses varied considerably on questions about promotion policies, bureaucracy, competency factors, and interpersonal relationships.
- b. Some questions had a more homogeneous response tendency (e.g., many respondents rated 3 or 4, indicating neutral or agreement on the Likert scale).
- c. The most commonly cited obstacle to promotions was the complicated bureaucracy and the lack of policy socialization

2) Mean and Standard Deviation

The mean and standard deviation show the general tendency and variation in respondents' responses.

- a. The mean indicates the average response for each statement. If a factor has a high mean (close to 5), it means the majority of respondents agree with the statement.
- b. The standard deviation (SD) measures how varied the respondents' answers are. A low SD means the majority have similar views.
- c. Some factors had high means and low SDs, such as "Good relationships with supervisors affect promotions" and "Office politics hinders promotions," indicating that many respondents had similar experiences with these issues.

3) Crosstab Analysis

Crosstab Analysis: looks at the relationship between age and understanding of promotion policies.

The results of the Crosstab: Age and Understanding of Promotion Policies

1. Most respondents aged 25-29 years gave a score of 3 for understanding the policy
 - a. This indicates that their understanding is moderate (neither very good nor poor).
 - b. Only a few younger respondents gave a score of 4 or 5 (good/very good understanding).
2. Respondents aged 26 had more variation in their ratings:
 - a. Some gave a score of 1 (very poor understanding) and others gave 3 (moderate understanding).
 - b. This shows that the understanding of the policy in this group varied widely, likely depending on work experience and access to information.
3. Respondents aged 28 had a higher understanding compared to other age groups:
 - a. Most gave a score of 3 or 4.
 - b. This could indicate that this age group is becoming more exposed to the rules and experience of promotions.
4. No respondents gave a score of 5 (very good understanding of the policy) in most age groups. This confirms that no particular age group has significantly better understanding of the policy compared to others..

Here is the visualization of the relationship between age and understanding of promotion policies. This graph shows the distribution of understanding scores by age group.

1. Variation within Each Age Group
The 28-year-old group had more responses in categories 3 and 4, indicating better understanding compared to other age groups. The 26-year-old group had a more varied spread of answers, with some respondents giving scores of 1 (very poor understanding).
2. Most Respondents Gave a Score of 3
This indicates that most employees have a fair understanding of the promotion policy but have not fully understood it well (scores of 4 or 5).
3. Younger Age Group and Lower Understanding:
The 25-26 year age group tends to have some respondents giving lower scores (1 or 2), which suggests the need for better policy socialization among younger employees.
4. No Dominance of Score 5:
No age group showed a dominance of very good understanding (score of 5) of the policy.

There is no clear trend that as a person gets older, their understanding of the promotion policy improves. The understanding of the policy seems to be influenced more by other factors, such as policy socialization, work experience, and access to information, rather than age alone. Therefore, the Education Office should increase the socialization of promotion policies across all age groups, especially for younger employees who may still lack understanding of this process..

a) Inferential Statistics:

1) Correlation Test (Pearson & Spearman)

Pearson Correlation ($r = 0.033$, $p = 0.777$)

The correlation value is very small, indicating no significant relationship between age and understanding of the promotion policy. This means age is not a major factor in determining how well a PNS understands the promotion policy.

Spearman Correlation ($r = 0.048$, $p = 0.681$)

Similar results to Pearson, reinforcing the conclusion that the level of understanding of the policy does not depend on age.

2) Uji ANOVA (Differences in Understanding of the Policy Based on Tenure)

P-Value = 0.808

There is no significant difference between PNS groups based on their work tenure in terms of understanding the promotion policy. This means that both employees with short and long tenures have relatively the same understanding of the policy..

Based on the analysis above, it can be concluded that complex bureaucracy and a lack of policy socialization are the main barriers to PNS promotions at the Education Office of Mimika Regency. There is no relationship between age and understanding of the policy, meaning this factor is more

influenced by information and socialization than work experience. There is no significant difference in policy understanding between PNS with varying work tenures, showing that seniority does not guarantee a better understanding of promotion policies. Interpersonal factors such as relationships with superiors and office politics have a strong influence, indicating that non-technical aspects like the work environment play a significant role in promotions.

4.1.2 Qualitative Analysis

a) Interview Transcription

The analysis of interview transcriptions aimed to identify the factors that hinder PNS promotions at the Education Office of Mimika Regency. Below are the results of the interview transcription analysis grouped according to major themes related to the factors hindering PNS promotions.

1. Understanding of Promotion Policies

"I understand that the promotion policy follows the existing regulations, but the implementation doesn't always align with the provisions." (PNS 1)

"I know that promotions depend on work tenure and performance evaluations, but there are some unclear aspects in the procedure." (PNS 2, 3, 4)

"The promotion policy essentially aims to improve the quality of employees, but many feel they do not receive enough information." (PNS 5).

Key Finding: Most respondents understand the basics of the promotion policy, but there are differences in the understanding of the detailed procedures and its implementation.

2. Main Barriers to Promotions

"For me, the biggest obstacle in promotion is the complicated bureaucracy and the long processing time." (PNS 1, 2, 3, 4)

"I have difficulty handling the documents needed for promotion because there are often administrative issues that delay the process." (PNS 5)

Key Finding: Complex bureaucracy and delays in administrative processing are the main barriers to PNS promotions.

3. Fairness and Transparency in Rank Distribution

"I feel that the rank distribution is still not fully transparent; sometimes subjective factors affect the process." (PNS 1, 3, 4)

"In general, I see that rank distribution tends to favor those who have closer relationships with their superiors." (PNS 2, 5)

Key Finding: Many respondents feel there is a lack of transparency in rank distribution, especially concerning subjective factors and personal relationships.

4. Impact of Rank Distribution System on Motivation and Performance

"I still try to maintain my performance even though the promotion system feels unfair." (PNS 1)

"When promotions do not go as expected, I feel less motivated to improve my performance." (PNS 3, 4)

Key Finding: Work motivation for some employees decreases due to uncertainty in the promotion system, although some still maintain their performance.

5. Career Path Clarity in the Organizational Structure

"On paper, the career path seems clear, but in practice, there are many obstacles." (Civil Servant 1, 3, 4)

"I feel that the career path is clear enough, but there are still employees who struggle to navigate the promotion process." (Civil Servant 2, 5)

Key Finding: The majority of employees feel the career path is clear in theory, but in practice, it remains difficult for many employees.

6. Effectiveness of the Performance Appraisal System
 "The existing performance appraisal system is quite helpful, but it doesn't adequately consider the real-world work aspects." (Civil Servant 1, 5)
 "I feel that the performance appraisal system still contains subjective elements and sometimes does not reflect employees' real contributions." (Civil Servant 2, 3, 4)
 Key Finding: Respondents assess that the performance appraisal system is not fully objective and transparent in determining promotions..
7. Availability of Budget for Professional Development
 "There is a budget for professional development, but access to it is still limited." (Civil Servant 1, 5)
 "I feel that the budget is adequate, but its distribution is still uneven." (Civil Servant 2, 3, 4)
 Key Finding: Although there is a budget for professional development, its distribution is not optimal, and access remains limited for some employees.
8. Transparency and Effectiveness of Budget Allocation
 "I feel that the budget is used effectively, but there is still room for improvement in its transparency." (Civil Servant 1, 2, 3)
 "The budget allocation for professional development is still not evenly distributed among all employees." (Civil Servant 4, 5)
 Key Finding: The distribution of the budget is not fully transparent, and its effectiveness needs to be improved..
9. Relevance of Competencies to Promotion Requirements
 "Although I have the required competencies, sometimes promotions are influenced by other factors." (Civil Servant 1, 3, 4, 5)
 "Competencies are important in promotions, but other factors like recommendations from superiors also play a major role." (Civil Servant 2)
 Key Finding: Competency is an important factor, but in practice, other factors such as internal policies and relationships with superiors also have a significant influence..
10. Influence of Non-Technical Factors on Promotions
 "Non-technical factors such as leadership policies and office politics often influence promotions." (Civil Servant 1, 2, 3)
 "I believe that, in addition to competencies, non-technical factors like proximity to leadership can determine promotions." (Civil Servant 4)
 "In some cases, promotions are not only based on performance and experience but also on relationships with leadership." (Civil Servant 5)
 Key Finding: Non-technical factors such as interpersonal relationships, leadership policies, and office politics play a significant role in the promotion process.

Based on the interview transcription, it can be concluded that the main obstacles to promotions for civil servants in the Mimika District Education Office include complex bureaucracy, lack of transparency in rank distribution, a subjective performance appraisal system, and the influence of non-technical factors such as office politics and leadership policies. To address these issues, reforms in the promotion procedures are needed to make them more transparent, objective, and based on real performance, as well as improve the socialization of policies to employees.

b) Thematic Analysis

Thematic analysis is used to identify the factors hindering promotions for civil servants in the Mimika District Education Office. In this thematic analysis, I have grouped respondents' answers into five main themes based on the interviews. The grouping uses a coding approach, where answers are categorized based on similar meanings and concepts.

1. Implementation of Local Promotion Policies

Coding: Policy Understanding, Regulatory Barriers, Lack of Socialization

"I understand that the promotion policy follows the existing rules, but its implementation does not always align with the regulations." (Civil Servant 1)

"The promotion policy aims to improve employee quality, but many feel they do not receive enough information." (Civil Servant 5)

"I know that promotions depend on work experience and performance assessments, but some aspects of the procedure are unclear." (Civil Servants 2, 3, 4)

Key Finding: Many employees understand the promotion policy in general, but there are still challenges in implementation and policy socialization. Employees feel they lack detailed information about the promotion procedure.

2. Distribution of Rank and Class

Coding: Fairness, Transparency, Employee Motivation

"I feel that rank distribution is still not fully transparent; sometimes, subjective factors influence the process." (Civil Servants 1, 3, 4)

"Generally, I see that rank distribution tends to favor those with closer relationships with superiors." (Civil Servants 2, 5)

"When promotions do not go as expected, I feel less motivated to improve my performance." (Civil Servants 3, 4)

Key Finding: Rank distribution is still perceived as subjective and lacks transparency. Employee motivation may decrease when promotions are not perceived as fair..

3. Organizational Structure and Staffing System

Coding: Career Path, Performance Appraisal, System Reform

"On paper, the career path seems clear, but in practice, many obstacles arise." (Civil Servants 1, 3, 4)

"I feel that the career path is clear enough, but some employees still struggle with the promotion process." (Civil Servants 2, 5)

"The existing performance appraisal system is quite helpful, but it does not adequately consider real-world work aspects." (Civil Servants 1, 5)

"I feel that the performance appraisal system still contains subjective elements and sometimes does not reflect employees' real contributions." (Civil Servants 2, 3, 4)

Key Finding: The career path seems clear in theory, but there are obstacles in its implementation. The performance appraisal system is considered not fully objective and still contains subjective elements.

4. Professional Development Budget

Coding: Access to Funds, Budget Transparency, Program Effectiveness

"There is a budget for professional development, but access to it is still limited." (Civil Servants 1, 5)

"I feel that the budget is adequate, but its distribution is still uneven." (Civil Servants 2, 3, 4)

"The allocation of the professional development budget is still not even for all employees." (Civil Servants 4, 5)

Key Finding: Although there is a budget for professional development, access and distribution are still not optimal. Transparency in budget allocation needs to be improved so that all employees can benefit.

5. Competence, Rank, and Non-Technical Factors

Coding: Competence vs. Relations, Discrimination, Office Politics

"Although I have the required competencies, sometimes promotions are influenced by other factors." (Civil Servants 1, 3, 4, 5)

"Non-technical factors such as leadership policies and office politics often influence promotions." (Civil Servants 1, 2, 3)

"I believe that, in addition to competencies, non-technical factors like proximity to leadership can determine promotions." (Civil Servants 4)

Key Finding: Competence is not the only factor determining promotions; interpersonal relationships and leadership policies also play a large role. There are indications of discrimination and office politics influencing promotion opportunities for employees.

Based on this thematic analysis, it can be concluded that the main obstacles to promotions for civil servants at the Mimika District Education Office include complex bureaucracy, lack of transparency in rank distribution, a subjective performance appraisal system, and the influence of non-technical factors such as office politics and leadership policies. To address these obstacles, reforms are needed in the promotion system to make it more transparent, competency-based, and supported by an objective and fair staffing system.

4.1.3 Data Triangulation

a) Comparing qualitative interview data with quantitative results to see if there is alignment or differences in perceptions.

Integration of quantitative and qualitative analysis results shows consistent patterns related to the factors hindering civil servant promotions at the Mimika District Education Office. Here are the key findings:

1) Bureaucracy as an Obstacle

Quantitative Statistics:

- Average perception of bureaucracy as an obstacle: 3.07 (on a scale of 1-5)
- Standard deviation: 0.96, indicating variation in employees' perceptions.
- Most respondents gave high scores, with the distribution of answers indicating that the majority of employees experience administrative obstacles in the promotion process.

Qualitative Findings:

- "For me, the biggest obstacle in promotions is the complex bureaucracy and the long processing time."
- "I have difficulty managing the documents required for promotions because there are often administrative issues that slow down the process."
- Quantitative data shows that many employees feel the bureaucratic process hinders promotions. The interview findings reinforce this by explaining that complex and slow administration is the main obstacle.

2) Competence as the Main Factor in Promotions

Quantitative Statistics:

- Average perception of the relevance of competence in promotions: 3.07
- This indicates that employees view competence as an important factor, but it is not always the primary determining factor.

Qualitative Findings:

- "Many respondents feel that competence alone is not enough for promotion."
- "Although I have the required competencies, sometimes promotions are influenced by other factors."

Quantitative data shows that employees acknowledge the importance of competence in promotions. However, interviews reveal that even with sufficient competence, other factors such as internal policies and interpersonal relationships still have a significant influence.

3) Influence of Interpersonal Relationships on Promotions

Quantitative Statistics:

- Average perception of the influence of good relationships with superiors/co-workers: 3.01
- This indicates that many employees feel interpersonal relationships play a role in promotions.

Qualitative Findings:

- "Non-technical factors such as leadership policies and office politics often influence promotions."
- "I believe that, in addition to competence, non-technical factors like proximity to leadership can determine promotions."

Quantitative data indicates that employees recognize the influence of interpersonal relationships on promotion opportunities. Interview findings confirm that office politics and proximity to leadership are crucial elements in the promotion system.

From the integration of quantitative and qualitative results, it can be concluded that complex bureaucracy is the main obstacle to promotions, with the majority of employees facing difficulties in administration and document processing. Competence is acknowledged as an important factor, but in practice, it is not always the main determinant of promotions. Interpersonal relationships and office politics have a significant influence, where proximity to leadership often becomes a key factor in the promotion system. Therefore, bureaucratic reform is needed to accelerate the promotion process. The promotion system should be more competency- and performance-based, not just dependent on interpersonal relationships. A more transparent and objective mechanism for employee evaluation is required to prevent discrimination and favoritism in the promotion process.

Here are two visualizations showing the key findings from the data analysis:

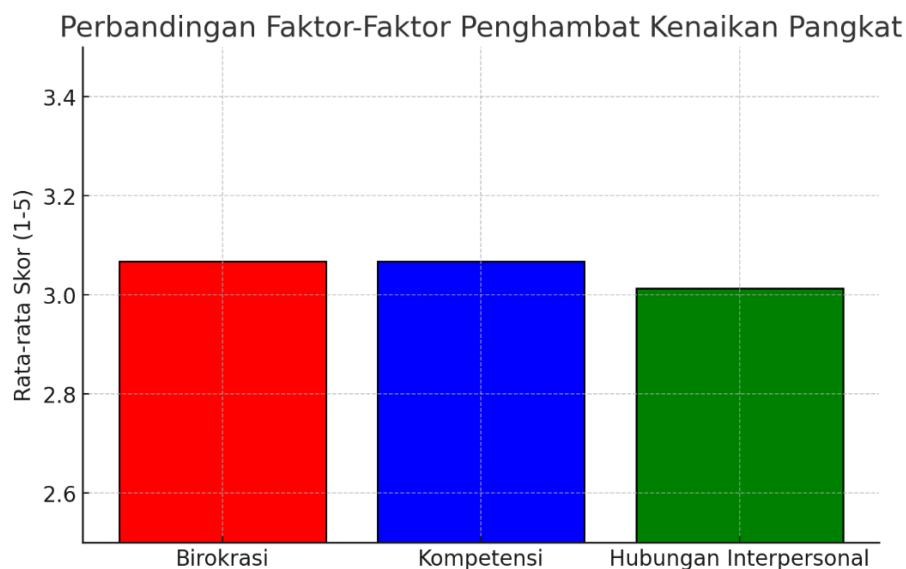


Figure 1. Histogram of Perception Distribution on Bureaucratic Obstacles

The Histogram of Perception Distribution on Bureaucratic Obstacles shows how respondents view bureaucracy as an obstacle in promotions. The majority of respondents gave medium to high scores, indicating that bureaucracy is indeed a major hurdle..

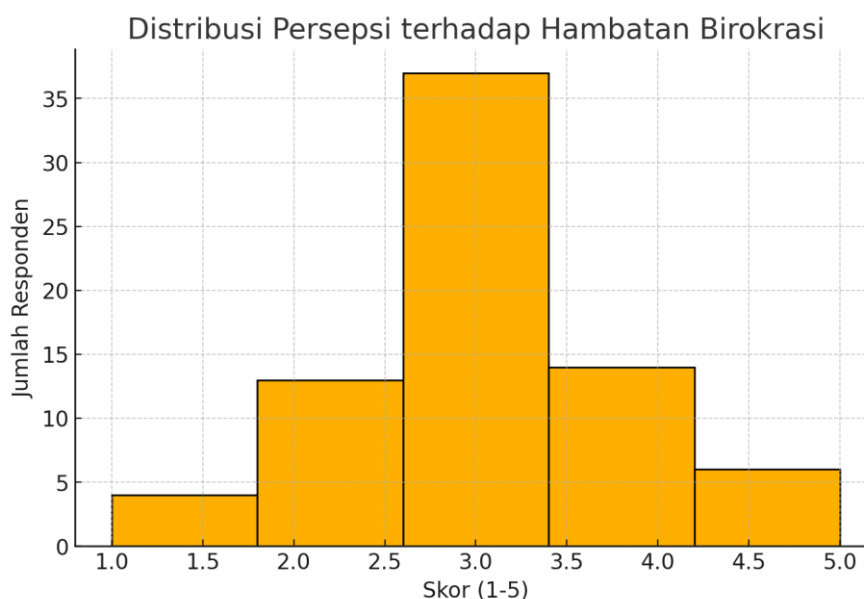


Figure 2. Bar Chart Comparing Factors Hindering Promotions

The Bar Chart Comparing Factors Hindering Promotions compares the average perception scores for three main factors: bureaucracy, competence, and interpersonal relationships. The results show that bureaucracy has the highest score as an obstacle, while competence and interpersonal relationships also play a role, but to a lesser extent. This visualization clarifies the results of the data triangulation, reinforcing the findings that bureaucracy and non-technical factors have a significant impact on civil servant promotions at the Mimika District Education Office.

b) Analyzing Common Patterns from Both Types of Data

Interpretation of Common Patterns in Quantitative and Qualitative Data. The analysis results show common patterns emerging from both types of data collected. Here are the key findings based on the triangulation of quantitative and qualitative data::

1) Bureaucracy as the Main Obstacle

Quantitative Results::

- Average score: 3.07, indicating that many respondents view bureaucracy as a hindrance to promotions.

Qualitative Findings:

- Many respondents mentioned complex and slow administrative processes as the main obstacle.
- Problematic documentation becomes a challenge in the promotion application process.

Conclusion: Bureaucracy is the main factor delaying promotions, both in terms of regulations and administrative technicalities..

2) Lack of Transparency in the Promotion System

Quantitative Results:

- Average score: 3.04, showing that many employees feel the promotion system is not fair and transparent.

Qualitative Findings:

- Respondents feel there is an imbalance in rank distribution.
- Some employees think non-technical factors influence promotions more than performance.

Conclusion: There is an indication that the promotion system is still not transparent, and subjective factors often serve as barriers..

3) Competence as a Major Factor, but Not a Guarantee for Promotion

Quantitative Results:

- Average score: 3.07, indicating that employees understand the importance of competence, but other factors also play a role.

Qualitative Findings:

- Many employees feel that their competence is often not enough to secure a promotion.
- The majority of employees claim to have met the competence requirements but still face difficulties in getting promoted.

Conclusion: Competence is indeed considered important in the promotion system, but in reality, employees do not always receive promotions even though they have met the competence requirements.

4) Influence of Interpersonal Relationships on Promotions

Quantitative Results:

- Average score: 3.01, indicating that employees recognize the influence of good relationships with superiors on promotion opportunities.

Qualitative Findings:

- Respondents mentioned that proximity to leadership has a significant impact on promotion opportunities.
- Some employees feel that office politics influences promotions more than performance.

Conclusion: Interpersonal relationships and office politics have a significant influence on the promotion system, so employees who lack close relationships with superiors tend to face difficulties in promotion

The integration of quantitative and qualitative data indicates that the main obstacles to promotions for civil servants at the Mimika District Education Office stem from complex bureaucracy, lack of transparency, and the influence of non-technical factors such as interpersonal relationships and office politics.

4.2 Discussion

4.2.1 What is the Condition of Promotions at the Mimika District Education Office?

The condition of promotions at the Mimika District Education Office, based on descriptive data, shows a concentration of employees in grade II and III. This indicates the potential for career stagnation at the mid-level, where many civil servants are in the mid-career phase but have not reached higher levels. Quantitative data also shows that understanding of promotion policies tends to be moderate (average score ~3) and is not significantly influenced by age or length of service. This suggests that the promotion condition is not solely determined by individual experience but is influenced by systemic factors such as policy clarity and socialization. Interview results strengthen this view by revealing strong perceptions among civil servants regarding the lack of transparency and fairness in rank distribution. Respondents feel that the process is often subjective and influenced by personal relationships with superiors, rather than being purely based on merit or service length. This condition has the potential to reduce employee motivation, as they feel promotions do not align with their expectations. Thus, the promotion condition is characterized by potential stagnation, moderate policy understanding, and perceptions of injustice and lack of transparency in the promotion process.

4.2.2 What Factors Influence Career Advancement for Human Resources at the Mimika District Education Office?

Based on the integration of quantitative and qualitative data, several factors influence career advancement for human resources at the Mimika District Education Office:

- a. Policy Implementation and Bureaucracy: Descriptive statistics place bureaucracy as one of the main obstacles (mean 3.07). Interviews consistently confirm that complicated, lengthy administrative processes and a lack of policy socialization are significant barriers.
- b. Competence: Competence is acknowledged as an important factor (mean 3.07). However, interviews reveal that competence is often seen as a necessary but not sufficient condition. Many respondents feel that even though they are competent, other factors have a larger impact.
- c. Non-Technical Factors (Interpersonal Relationships, Office Politics): Quantitative data shows the influence of these factors (mean ~3.01), and interviews emphasize their role. Proximity to

leadership, good relationships, and internal office politics are often seen as more influential than performance or objective competence.

- d. Performance Appraisal System: The existing performance appraisal system is perceived as lacking objectivity and transparency. Interviews indicate a high level of perceived subjectivity.
 - e. Access to Professional Development: The availability and access to relevant training and development programs are also factors. Interviews indicate limited access and unequal distribution.
- In summary, career advancement is influenced by a complex combination of employees' ability to meet administrative and competency requirements, system effectiveness (policies, bureaucracy, evaluations), access to development, and the significant influence of non-technical factors in the work environment.

4.2.3 How Effective is the Use of Career Development Funds for Human Resources at the Mimika District Education Office?

The effectiveness of using career development funds for human resources at the Mimika District Education Office is still considered suboptimal, particularly based on qualitative data from interviews. While respondents acknowledge the existence of a budget for professional development, the effectiveness of its use is hindered by several issues:

- a) Limited and Unequal Access: Many employees feel that access to training and development programs is still limited. The distribution of opportunities is considered uneven, with a tendency to benefit certain employees or those with close relationships with superiors.
- b) Lack of Transparency: The allocation process and selection of participants for development programs are often considered lacking in transparency. Employees do not fully understand how the funds are distributed and who is eligible to receive them.
- c) Relevance and Impact: While some training programs are considered helpful, there are questions about the relevance of the material to promotion requirements and the lack of impact evaluations regarding how the training affects performance or promotion opportunities directly.

Overall, career development funds exist, but their effectiveness is questioned due to accessibility issues, transparency in distribution, and the unclear link between participation in development programs and career advancement or promotion.

4.2.4 How is the Allocation and Effectiveness of the Budget for Career Development Programs and Professional Development for Civil Servants at the Education Office, and Has the Budget Been Sufficient?

- a) Budget Allocation: Based on interviews, the budget allocation for career development programs and professional development is acknowledged. However, transparency in allocation is a major issue. Employees feel that budget distribution is uneven and often unclear in its criteria. The perception is that allocation is prioritized for certain groups or employees with strategic positions or good relationships.
- b) Effectiveness of Budget Use: Its effectiveness is considered moderate to low. As discussed in RM 3, limited access, lack of program socialization, unclear selection criteria, and the relevance and evaluation of programs that have not been optimized reduce the effectiveness of the available budget. The direct impact of training participation on promotion is felt to be minimal by most respondents.
- c) Adequacy of the Budget: The document does not explicitly mention quantitative perceptions of whether the budget is adequate or not. However, based on complaints about limited access and unequal distribution, it can be interpreted that the effectiveness of the available budget is not adequate to meet the development needs of all civil servants fairly. Although the nominal budget may exist, if it cannot be accessed or effectively utilized by most employees who need it, then the budget has not functioned adequately to support comprehensive career development and professional growth.

4.2.5 The Influence of Competence, Rank, and Non-Technical Factors (Such as Policies, Discrimination, and Interpersonal Relationships) on Promotion Opportunities for Civil Servants at the Mimika District Education Office?

The integration of data shows that these three groups of factors (competence, rank, and non-technical) interact and significantly influence promotion opportunities:

- a) Competence: Recognized as a basic requirement (mean ~3.07). Employees understand the importance of having qualifications, undergoing training, and demonstrating performance. However, qualitative findings consistently state that competence alone does not guarantee promotion.
 - b) Rank (Existing Rank/Seniority): The current rank condition (dominance of Grade II/III) and the finding that length of service does not significantly correlate with policy understanding or (implicitly from interviews) ease of promotion show that the existing rank structure and seniority do not always provide a smooth path for subsequent promotion. Stagnation at certain ranks becomes an issue.
 - c) Non-Technical Factors: This factor is the most emphasized in interviews as a determinant of promotion opportunities.
 - d) Internal Policies/Leadership: Informal policies or subjective interpretations by leadership have a strong influence.
 - e) Interpersonal Relationships/Proximity: Having a good relationship or proximity to superiors is considered crucial and often prioritized over objective criteria.
 - f) Discrimination/Favoritism/Office Politics: There are strong indications and perceptions of favoritism, potential discrimination, and the influence of office politics in the promotion process.
- Promotion opportunities result from a complex interaction where competence forms the foundation, but the current rank condition may present challenges (stagnation), and non-technical factors often become the final determinant that can override objective criteria.

4.2.6 The Promotion Rate of Civil Servants at the Mimika District Education Office Tends to Be Low, and How Does This Affect Organizational Performance Overall?

The low promotion rate, as identified in the background and reinforced by research findings, is caused by the accumulation of various barriers discussed:

Causes of Low Promotion Rates

1. Complex Bureaucracy: Lengthy, complicated, and time-consuming administrative processes.
2. Policy Implementation: Policies that are poorly socialized and inconsistently implemented.
3. Subjectivity in Evaluation: A performance appraisal system considered lacking in objectivity.
4. Dominance of Non-Technical Factors: Strong influence of interpersonal relationships, proximity to leadership, and office politics that overshadow meritocracy.
5. Limited Access to Development: Difficulty accessing professional development programs to meet competency requirements.

Impact on Organizational Performance

The low promotion rate and perceived injustice in the process negatively affect the organization:

1. Decreased Employee Motivation: Uncertainty and perceptions of unfairness in the promotion system can lower civil servants' motivation to perform optimally. When effort and performance are not rewarded with appropriate career advancement, work morale tends to decline.
2. Potential Decline in Organizational Performance: Demotivated employees are unlikely to contribute fully, which in turn may affect the achievement of goals and the overall performance of the Education Office. Career stagnation can also hinder leadership regeneration and innovation within the organization.
3. Unhealthy Work Environment: Perceptions of favoritism and office politics can create an unhealthy work climate, full of suspicion and not supportive of teamwork.

5. Conclusions

Based on the research results on the factors hindering promotions for civil servants at the Mimika District Education Office, it can be concluded that there are various structural, administrative, and non-technical barriers affecting the effectiveness of the employee promotion system.

1. The implementation of promotion policies at the Mimika District Education Office still faces challenges in regulatory compliance and procedural efficiency. Complex bureaucracy and the lack of policy socialization are key factors slowing the promotion process.
2. The distribution of ranks and grades among employees shows an imbalance in the promotion system. Seniority often outweighs objective performance achievements, limiting promotion opportunities for high-performing employees.

3. The organizational structure and staffing system, which lacks flexibility, contribute to the slow career development of employees. Limited positions available for promotion and performance evaluations that are not fully competency-based are major obstacles in the promotion system.
4. The allocation of funds for professional development programs is not optimal in supporting employee competency development. Limited funding leads to limited access to relevant training and education programs necessary for promotion requirements.
5. Factors such as competence, rank, and non-technical aspects like internal policies, discrimination, and interpersonal relationships affect promotion opportunities. Organizational politics and subjectivity in decision-making often become determining factors in employee promotions.

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