Evaluation for Promotion System in Government Sector

Mohd Saman Bin Mohd Sanget[a]

[a]*Razak Faculty of Technology and Informatics, Universiti Teknologi Malaysia (UTM), Jalan Sultan Yahya Petra, 54100 Kuala Lumpur*

Correspondence Author: saman@forestry.gov.my

Abstract

One of the most important activities in Human Resource Management is the Promotion System (PS) (HRM). This study aims to identify government promotion in the government sector with an emphasis on ethics and cultural perspectives, as well as a key indicator in understanding issues and challenges in Malaysia's public sector promotion system and ways to improve the system, which are organisational culture, ethics, and bureaucracy. Organizational culture is defined as a shared perception shared by organisational members. There are differences in the rules and policies governing tenure and seniority in Malaysia's public service. In government and agencies, a civil servant is designated before the promotion board considers the grant of promotion. This implementation is good among Malaysian civil servants and should be maintained as a criterion for promotion in the Malaysian public service. As a result, monitoring and evaluation can be carried out, typically at the end of each year, using the KPI monitoring system. The grades are being used to determine whether the individuals should be promoted or face disciplinary action. Most disciplinary actions will be warnings or notices before more serious actions such as termination are taken. The current system of civil service is insufficient and can be improved with the suggestions in this paper. A thorough examination is required to comprehend the breadth of issues that have arisen in recent years.

Keywords: Promotion; Evaluation of Promotion; Government Sector

■ 1.0 INTRODUCTION

Human Resources are the foundation of any organization as it involve staff and workers of the (Gerhart & Milkovich, 1990; Pfeffer, 1998 and Chew et al., 2005). The Promotion System (PS) is one of the most important activities in Human Resources Management (HRM). The PS has two specific main purposes; firstly: it is a method to select individuals who can take on greater responsibilities and secondly: the promotion of system can motivate employees to work harder in the organization. In general, promotion system is an increase in position from a lower to the highest given to the employee in the current organization (Mohammad Chin et al., 2017). For Malaysia Public Service, the Federal Public Service Department in Malaysia has established policies and promotion structures for all civil servants that enshrined in the Appointment, Promotion and Termination of Service Regulations 2005 [P.U.(A)176/2005] (Public Service Department, 2015).

This study aims to identify promotion of government in government sector focused on ethics and cultural perspective as well as a key indicator in understanding issues and challenges on promotion system in Malaysia public sector and way to improve the system which is organizational culture, ethics, and bureaucracy. Organizational culture as a shared perception that is embraced by organizational members. Organizational cultures include practiced values, belief, assumptions, principles, legends, and norms that influence how a person thinks, makes decisions and carries out tasks in organization (Robbins, 1996). Organizational culture has six components, namely organizational structure, information system, individual, reward system, leadership, and process (Gupta and Govindarajan, 2000).

Ethic defined by Chapman (1993) as the basic principles of correct action and rules of behaviour. The other definition by Ayee (1998), ethics is one of the terms associated with human history, human character, and morals. Hiring capable people is clearly an appealing starting point in the process, but building and sustaining a committed workforce is more likely to be facilitated by the use of sophisticated HRM infrastructures (Schuler & Jackson, 1987; Beechler, Bird & Raghuram, 1993).

■ 2.0 BUREAUCRACY THEORY BY MAX WEBER

The main feature in Weber theory is the hierarchical power used in an organization that looks at how the hierarchical management system is supported by top, middle and subordinate management. The existence of

channeling of power and instruction from top management to subordinates is seen by Weber as a resource in bureaucratic methods. The same theory also discussed on aspect of upgrade improvement to a higher position or promotion is based on the achievement, qualification, competence, experience and seniority of an officers. The method of the meritocracy system is used to reject the existence of elements of favouritism in the promotion.

■ 3.0 PROMOTION SYSTEM

3.1 Promotion In Malaysia Government Sectors

In Malaysia, the central agency responsible for determining HRM policy and practice is the Public Service Department. The Federal Public Service Department in Malaysia has established policies and promotion structures for all civil servants is enshrined in the Appointment, Promotion and Termination of Service Regulations 2005 [P.U.(A)176/2005] (Public Service Department, 2015). This is the basic reference for the implementation on promotions in Malaysia Government civil servants. Apart from that, the Public Service Department has also issued one special circular, Service Circular No.7/2010 for the Management Guide for acting and promotion for civil servants under the New Remuneration System (SSM) to detail promotion matters for civil servants in Malaysia. The content of the policy are as follows:

a. Promotion based on merit.

b. Promotion certified by the Head of Service; The Promotion Board will evaluate the individual concerned based of the following:

   i.   Officers, an efficient and accomplished person

   ii. Officers, qualified, knowledgeable, Skilled, and experienced

   iii. Officers, suitable personality for the promotion position, integrity and potential

   iv. Officers, active in external activities and in the organization

c. As an additional information, Sub-rule (ii) Promotion Board may consider other aspects that are deemed appropriate in the decision to promote an officer.

d. Sub-rule (i) if there are more than one officer eligible to be considered for promotion rank, academic qualifications, working experiences and seniority of an officer will be considered in the process of decision making on promotion. The additional conditions of the promotion policy in the Malaysia Public Service are as follows:

   i.   Officers are free from disciplinary action.

   ii. Officers have declared property.

   iii. Officers have passed the Malaysian Anti-Corruption Commission (MACC) integrity screening; and

   iv. Officers are independent from the list of rigid borrowers of educational loans institutions.

For the Public Service in Malaysia, there are differences in rules and policies on tenure or seniority. A civil servants is designated before the grant of promotion is considered by the promotion board in government and agencies. The rules and policies of the service period and seniority of a civil servants before promotion is considered contained in clause (d) od the Appointment Regulations, Promotion and Termination of Service 2005 [P.U(A)176/2005] which authorizes the promotion board in each department and agency to determine the period service and seniority of civil servants before being considered for promotion. This means that the service schemes found in the public service has differences depending on the rules and policies set by the board promotions available in every government department and agencies in Malaysia. The difference can be seen for officer positions education services, pharmacy officers and medical officers who have been given the advantage and privileges of the promotion path structure a better rank compared to other federal civil servants. They can be promoted without waiting vacancies in the Department of Education, schools, clinics and government hospitals (Ministry of Education Malaysia, 2016 and Ministry of Health Malaysia, 2016). The career path of the education service officer, pharmacy officer and medical officer who serve in the Department of Health use Time Based Excellence. Board promotion of the Ministry of Education Malaysia and Ministry of Health Malaysia has set the application for promotion consideration is between 2 to 5 years according to each grade that has been set.

3.2 Role of culture and ethics in promotion system

i. Competency and merit - Generally, competency is defined as a combination of skills, knowledge, attributes, and behaviours that enable an individual to perform a task or activity successfully on a given job. The difference in one organization is the ability to use the competences and talents of its workers to best effect, by putting the right person in the right place. It is more reliable and fairer to reward those who stand out, who can be an example to the other employees. In return, the achievement been recognized through a merit, which known as a pay for performance, raise in pay based on a set or criteria set by the employer.

ii. Experience - It is a holistic approach to creating an optimal environment for employees to do their work. It is made up of three core components: i.) space (the physical surroundings in which employees do their work), ii.) technology (the physical surrounding in which employees do their work), and iii.) people (the relationships, policies, and cultural standards that impact how work is done). Experiences relies on cross-functional collaboration between facilities, IT and HR teams to be successful. It is also fundamental to delivering a great employee experience.

iii. Achievement - It is a thing that had a lasting impact for your company or organization. It is a result that you personally bring about while fulfilling a particular role. Typically it is the things that you created, designed, sold, or initiated. Giving work-specific recognition in a timely manner validates employee's work.

iv. Seniority - It's a measurement of period on how long being with the organization and the authority that being hold within it. It may also comprise the previous experience before joining the organization. Having more seniority in the workplace may lead to better job security. In situations of staff downsizing and layoffs, the companies may choose to keep employees with the most seniority to be objective about deciding who gets to keep their positions.

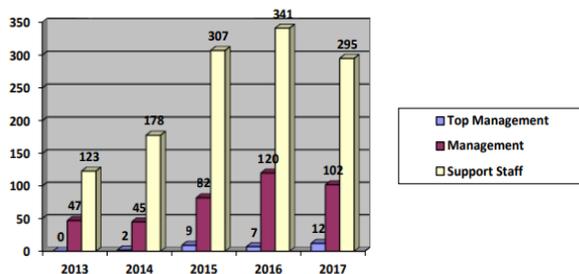### 3.3 Consolidation Strategy culture and ethics on promotion system

i. Emotional Intelligence Test (MEQI) - world's leading measure of emotional intelligence, applying decades of research to support effective human performance and development.

ii. Competency Level Assessment Examination (PTK) - an evaluation of a person's skills and abilities. Employers use competency assessments to map an employee's capabiites against the capabilities the employee needs to carry out their role.

iii. Time Based Promotion Based on Excellence - details on what the employers may value, such as technical expertise, soft skills, or positive characters traits on the period being servicing to the organization or company.

iv. Islamic Work Culture - is a working ethics that one's respectfully mean of earning livelihood which works can be considers as worships. It is benefitted to the person work in this world and after life, engaging in earning for livelihoods.

■ 4.0 ISSUE AND CHALLENGES ON PROMOTION SYSTEM IN MALAYSIA PUBLIC SECTOR AND WAY TO IMPROVE THE SYSTEM

4.1 Integrity Issues

Based on the report conducted by Malaysian Anti-Corruption Commission (MACC), there were concerns in the percentage of arrests to civil servants according to the service group found guilty of bribery. Based on the graph 1, the number of arrests from professional and management groups has increased in 2013 up to 2017.

However, the number decreased after the 2017 elections as the new government introduced leadership towards integrity and high-profile cases were struck like the 1MDB scandal, the case of SRC International Sdn. Bhd., a RM2.6 billion donation, Felda scandal and Sabah water. When the civil servant found guilty by the court on bribery, they will be sacked and if they been under investigation of MACC, the promotion as in Civil Service circular No.7/2010 can postponed or delay the officers from promotions.

Graph 1: Total offence of corruptions among the civil servant 2013-2017.

This implementation is good among the civil servant in Malaysia public service and should be continue as a criterion on promotion in Malaysia public service. The existence of the MACC is in line with the aspirations of the people who want a more transparent, and professional anti-corruption entity. The Malaysian government has also established various mechanisms to monitor the misconduct associated with civil servants, and below is the latest number of arrested civil servants of 2023:

MONTH	SECTOR	NO	PERCENTAGE
Jan 2023	Public Official	46	28.57%
	Top Managements	0	
	Professional and Management	13	
	Support Staff	33	
	Public Sector	115	71.43%
	Private Sector	92	
	General Public	22	
	Others	1	
	TOTAL	161	100.00%
	GRAND TOTAL	161	

Efforts has been taken in educating the workers through workshops, focusing more on the ethics and behaviour. Each individuals have a record that been stored through the HRMIS system and probably some department still using the manual way using the record books. So, monitoring and evaluation can be made, usually at the end of the years through the KPI monitoring system. The marks are being evaluated whether the individuals can be promoted, or any disciplinary action should be taken on them. On behalf of the disciplinary terms, most actions will be warning or notice before more serious action taken including termination.

4.2 Unfair Promotion Grad

In Term of Gender Equality - Congress of Unions of Employees in the Public and Civil Service (CEUPACS) have risen an issue on promotion in civil service who reached 13 years not done by the head of department. Its stated in Government circular on Promotion on time based on excellence 13 years. Source by CEUPACS says that part of the civil servant had reach 15 years services didn't get the benefit from the circular. (Berita Harian, 27 Mei 2021)

The government should serve the civil service with fair promotion system to get better delivery service and reduce the number of corruption by job satisfaction and fair salary with the burden by the worker.

Malaysia's constitution and various national laws and regulations recognise the importance of protecting all citizens' rights, freedom, and welfare, as well as advancing gender equality. Gender is identified as a ground for non-discrimination in Article 8(2) of the Federal Constitution, and recent amendments to legislation promoting gender equality include the recently tabled Anti-Sexual Harassment Bill, amendments to the Employment Act, Industrial Relations and Trade Union Acts, and anti-child marriage legislation. Moving forwards gender issues, Malaysia has also mainstreamed the topic of women's socio-economic empowerment in its 5 years National Development Plans and aligned all 17 Sustainable Development Goals (SDG), including Goal 5 on gender equality with the Eleventh and Twelfth Malaysia Plan (12MP).

Malaysia has signed and ratified the United Nations Convention on the Elimination of All Forms of Discrimination Against Women since 1995. (CEDAW). It also supported the Beijing Declaration and Platform for Action in 1995. Malaysia also expressed support for the United Nations Declaration on the Rights of Indigenous Peoples (UNDRIP) at the UN General Assembly in 2007 and pledged to recognise and protect the rights of Indigenous peoples in the country.

Despite the existence of legal frameworks to encourage gender equality, as well as institutions aimed at facilitating the implementation of these laws, policies, and regulations, there is still a general lack of awareness on gender issues, as well as challenges in mainstreaming gender, particularly in environmental areas.

While Malaysia performs relatively well on several human development indicators in international indices, it underperforms in comparison to neighbouring countries and more advanced economies in gender-related indicators. Malaysia is ranked 106th out of 144 countries in the 2020 Global Gender Gap Index, and it is ranked 167th out of 190 economies in the Women, Business, and the Law Index. Malaysia has performed well in education and health, but has underperformed in economic empowerment and women in positions of power.

Although gender discrimination affects women, certain groups of women, such as women with disabilities, older women, and indigenous women, are more vulnerable to discrimination and its negative consequences. In Government or more specifically Forestry Sector of Peninsula Malaysia, discrimination of gender is not happening as the division of ratio between male and female is consider balance. Balance in number and responsibilities depending on the section focused on. Talking on-site responsibilities might directed more towards male dominations, as in terms of security and safety.

In Term of Race - Inter group inequality remains significant and widespread in Malaysia across various socio-economic spheres, of which some indicators pertaining to the labour market are worth outlining here. Malaysia's population in 2010 comprised 55.1% Malay, 11.9% non-Malay Bumiputera, 24.3% Chinese, 7.4% Indian, and 1.3% other groups. We focus specifically on differences between Chinese and Malay or Bumiputera (where data do not disaggregate Malays and non-Malay Bumiputera). Unemployment of Malay graduates is a recurring national concern, intertwined with debates over education quality, affirmative action, and hiring practices (Lee 2012)5. Up the occupational ladder, Bumiputera make up only 19% of chief executive officers, and in membership of professional associations represent around 25% in accounting and 52% in engineering (Malaysia 2010; EPU 2008). More recent figures show that within public listed companies, Bumiputera account for 34% of senior management posts, while the Chinese constitute 54% and Indians and others make up the rest (Talent Corp and PwC 2013).

In general, workplace discrimination occurs when an individual is treated unfairly because of a variety of factors. This is frequently because of their race or skin tone, sex, age, mental or physical disability, nationality, or religion. Discriminatory practises extend beyond hiring requirements and unfair dismissals, as someone who is currently employed may experience. At its worst, it can result in abuse, harassment, bullying, and victimisation, to name a few consequences.

In 2001, Datuk Seri Dr. Mahathir Mohamad said that the government takes an open approach when dealing with issues affecting all races and does not marginalise any one race in the country. The ex-prime minister stated that the interests of all races were considered when developing national policies and strategies such as the Third Outline Perspective Plan (OPP3) for the period 2001-2010. The government established the National Economic Consultative Council II (NECC II) to draught the OPP3, which included 154 members representing various community groups, including Indians. The government had considered all of the NECC II's recommendations. Where appropriate, the recommendations were accepted and incorporated into the OPP3 policy and strategy. Dr. Mahathir stated that under the OPP3, the government was committed to improving Indians' economic status, including increasing their corporate equity ownership from 1.5 percent in 1999 to three percent by 2010.

In Forestry Sectors as part of Government Sectors, the involvement of other races is present comprises Chinese, Indian, Sabahan and Sarawakian's ethnics. The policies is aiming that all races should prepare themselves to contribute to the country's development or risk being left behind. Governmental Sectors seems to be practising 1 Malaysia, Keluarga Malaysia and Malaysia Madani in conjuring the varsity of races present in Malaysia.

In solving this matter, government already has a policies that is compulsory to be followed. Quota of genders and races is required to be considered when it come to the matter of hiring someone for a position and responsibilities.

4.3 Work Conflict

In several cases, work conditions intently caused stress to employees. Such as excessive workload, time pressure or situational pressure, poor quality of supervision, political climate or situation in the organization that is unsafe, insufficient feedback on work performance, role ambiguity, frustration, inter-individual and inter-group conflict, differences between company/department and employee values and various forms of change (Putra et. al. 2014). Work conflict affected job dissatisfaction, slowness, and low performance among the employees. (Muhammad Daniel Aidil Mohd Narahim et al., 2022).

Conflict can be expressed in various ways, including lack of cooperation, verbal insults, bullying, anger, poor quality or delayed work, project failure, and more. In government sectors, most of the conflicts can happen with the different management hierarchy, or management group. Even though, it is normal and happened almost everywhere, actions need to be taken so the problems would not become more serious. Conflict in workplace can be alienated based on several groups:

i. Personality Conflicts

Some of the most common types of workplace conflicts are clashes between different personality types. These conflicts are unavoidable because we all have our own personalities and will not get along with everyone we meet. Personality-based conflicts can be difficult and frustrating, but it is beneficial to learn how to work with people who have different approaches and perspectives than you.

ii. Interdependent Task-Based Conflicts

Consider the processes that keep your company afloat. Cross-functional processes are frequently carried out within interdependent workstreams. For example, once HR informs them of the new hire's start date, your IT department may oversee setting up accounts and technology for them. But what if HR fails to notify IT of a new hire, and the new employee arrives on their first day unprepared? These kinds of interdependencies can be frustrating and lead to conflict, especially between departments.

iii. Style-Based Conflicts

Conflict can arise when people approach their work in different ways. Perhaps one of your employees works quickly, while another is more methodical and thinks through tasks before performing them. Working together may be difficult for these two employees who have very different working styles. It is critical to recognise that everyone's work styles differ, and that different strategies may be required for successful team collaboration.

iv. Leadership Style Conflicts

Differences in leadership styles, like style-based conflicts, can cause conflict. Some leaders are direct and brief, whereas others may appear more open and collaborative. Whatever approach you take to leadership, it's critical to understand your style so you can communicate to your team how to best work with you.

Recognizing and identifying early signs of conflict at work is the most effective way to prevent tension and disagreements from becoming harmful to your organisation. The good news is that there are warning signs to look for that will allow you to be more proactive in your conflict resolution techniques. Here's how to spot signs of workplace conflict:

i. Noticing performance productivity. When there is conflict in the workplace, productivity suffers. It's no surprise that productivity suffers when employees struggle to get along and collaborate effectively. If your employees are dissatisfied with their workplace, they may be less motivated and focused on their work, which can cause delivery and project completion timelines to slip.

ii. Keep an eye on turnover and absenteeism rates. If you notice a sudden increase in staff turnover or employees calling in sick or failing to show up for work, you should investigate it. Employees may avoid the workplace to cope with the conflict, especially if they are not receiving additional assistance in resolving it. Talk to your departing employees to learn why they are leaving. Check in with frequently absent employees to see if they are dealing with any issues that prevent them from showing up for work.

iii. Notifying direct complaints from employees. Pay close attention to what your employees are saying. Some disgruntled employees may not be afraid to express their displeasure. Hear them out and try not

to dismiss complaints as minor annoyances; instead, listen to them to see if you can identify more serious conflicts that you can assist in resolving.

    iv. Changes in interactions amongst employee's identification. The way employees express themselves, particularly if there is a dramatic shift in behaviour, can indicate whether a conflict has occurred. Take note if an employee abruptly refuses to speak to another or repeatedly speaks negatively about the same individual. Be especially wary of rude or inappropriate behaviour, as this may indicate a serious conflict.

Remember that when it comes to managing conflict in the workplace, no two conflicts are the same. The warning signs may differ depending on the employees involved and how severe the conflict is. Workplace conflict is common, and a variety of factors can cause tension and disagreements. To reduce the number of workplace conflicts by:

    i. Stream collaboration ensuring the team knows who's responsible for what.

    ii. Communication is being improved and centralised.

    iii. Increasing team cohesion and decreasing silos.

    iv. Simplifying feedback loops to enable faster turnarounds.

In Forestry Sectors, the issues that suits the discussion is the issues of technical officer need to do administrative work. This is due to lack of manpower in some of the organization as the positions offer is limited and sometimes it is still empty without being filled by new officer or employees. The current policy by government, may also has implications on the current state of the situation where the saving cost policy, delay of new intake and promotion happened. It happened at Federal and State Level, and each situation may vary to one another especially on the state. As in 2022, the minimum operation for service is 85%, and still lack of the expertise to cover all the available positions.

■ **5.0 CONCLUSION**

The evaluation on promotion in Malaysia Public Service can be improve on the implementation in such issues been discussed above. Feedback from CEUPACS as a body of voice for civil servant to the government on improving the promotion system. The civil service is not totally complete with the current system and can be improve with the suggestion in this paper. Crucial evaluation needs to be done to understand the depth level of issues that occurred in recent years.

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