

What is the Organizational Perspective on Career Development of State Civil Apparatus at the Regional Secretariat of Pangkajene Islands Regency?

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Abstract

Career development for the State Civil Apparatus in the Pangkajene Islands Regency is still very limited due to the limited budget of the local government. Finally, not all employees have the opportunity to develop their competencies. The final impact is that the career development strategy for the State Civil Apparatus is hampered by the organization's access to the available government budget. This research uses a qualitative method with a case study type. This is intended to be able to provide a systematic, factual and actual description of the object under study, namely the development of competency-based career development management for State Civil Apparatus in Pangkajene Islands Regency. The data analysis technique used is sequential data analysis technique. The analysis is carried out after data has been collected through a survey, interviews and direct observations in the field will be carried out. The results of the study found that the regional secretariat had a vision and derivative strategy in career development but did not have a comprehensive competency mapping as the basis for actualizing these strategies in order to achieve the need for competitive advantage. The absence of competency mapping will trigger weak management and supervision of career development and become a factor in organizational failure in providing opportunities for adequate employee competencies to adapt to changing situations in the future. biased information about appropriate competencies for the organization.

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Introduction

Humans in public organizations, especially government organizations called State Civil Apparatuses (ASN) are resources in charge of carrying out government duties and providing services to meet the needs of the public or society in a professional and quality manner. These duties and responsibilities are regulated in Law Number 5 of 2014 concerning State Civil Apparatus. As a key element, the government issues various policies that can support efforts to improve the competence, qualifications and capabilities of the State Civil Apparatus so that they can become the main capital in providing quality public services to the community. This focus is still the main point that needs attention so that the government can guarantee the fulfillment of the qualifications and competencies of professional State Civil Apparatus with the quality of employees who are smart, skilled, competent, able to work hard, be creative, and have high morality.

In addition to the competence and qualification aspects of the State Civil Apparatus, in the context of the management of the State Civil Apparatus, it is also related to the career development of employees. Career development which according to Rivai et al. (2018) is the

process of increasing individual work abilities achieved in order to achieve the desired career. Work in the government bureaucracy is a career job so it is necessary to pay attention to the career system (career system). Officials occupy positions in the government bureaucracy by appointment, not by election; like legislators. They are far more dependent on their superiors in government than on the electorate. In principle, promotion or promotion is based on seniority or achievement, or both, so it is far from the principle of promotion based on a merit system.

Along with its development, there are currently two major perspectives that influence the study of career development and human resource management. On the one hand, Organizational Career Management (OCM) refers to the activities organizations undertake to carry out the career development of their employees by helping them get promotions, salary increases, and assisting the transition to higher leadership positions. Meanwhile on the other hand there is a thought that argues that individual career development is the responsibility of the individual himself, not the responsibility of the organization which is then known as Individual Career Management (ICM). (Bernes, 2000)

Rosenbaum (1984) describes the theoretical rationale linking OCM with ICM. Rosenbaum (1984) applies the idea of "sponsored mobility" to organizational career management, as a critique and rebuttal to the predictions of the theory of "human capital" (Becker, 1964). Becker argues that individual achievement is the result of the individual which means that abilities and investments in education and training will not affect career mobility, because individuals control the investments that determine their careers. In rebuttal, Rosenbaum (1984) argues, on the other hand, individual investment in career development actions is lower and disproportionate to that made by organizations, especially among "selected individuals" who have the potential to grow into leadership positions (Bernes, 2000).

Sponsored Mobility then became the theoretical basis of career development management for State Civil Apparatus in Indonesia within the scope of government organizations in Indonesia. Legally, the reference to the civil service administration system is based on Law number 5 of 2014 concerning the State Civil Apparatus. It is stated that career development, competency development, career patterns, transfers, and promotions for Civil Servants (PNS) are carried out using the Merit System. The regulation covers career management requirements where there are two things that are conditions for the application of career management, namely the preparation of job competency standards which contain the level of organizational needs and the profile of the State Civil Apparatus which contains aspects of the availability of resources which includes personal data of the State Civil Apparatus, track record, qualifications and so on. This means that there is an effort to balance between organizational needs and individual character in career development in Indonesia.

According to the results of research conducted by Rusliandy et.al (2019) conducted in Pangkajene Islands Regency, there are several factors that become problems in employee career development including (1) the commitment of the regional head, (2) the external influence of the organizational environment, (3) performance appraisal, (4) very limited competency development policies, (5) job competency standards, (6) competency mapping or competency profile preparation, (7) the career pattern has not been adjusted to the Law on State Civil Apparatus and the Government Regulation on Civil Service Management Civil Service, and (8) the absence of sanctions and (9) the weak supervision from the Government on the management of personnel in the regions.

Furthermore, in the study, it was explained that, for the problems in Pangkajene Islands Regency, the commitment of the Pangkajene Islands Regency government as the Personnel Guidance Officer emphasized loyalty more than educational qualifications, competencies and performance. This reality is very easy to read after the regional head election process which

causes certain employees to feel that they do not have “equal opportunities” in their career development. External influences on the organizational environment in the Pangkajene Islands Regency government including the appointment, transfer and dismissal of employees from and in office are still dominated by the intervention of members of the legislature or other institutions that entrust employees to be appointed to positions without regard to educational qualifications, competencies and performance. Similar research results were found by Hasmawati (2018) which stated that several cases of employee appointments were not based on job analysis and were not based on requirements and job descriptions.

Another phenomenon found in initial observations, career development for State Civil Apparatus in Pangkajene Islands Regency itself is still very limited due to the limited budget owned by the Pangkajene Islands Regency government. This ultimately results in the absence of equal opportunities for employees to obtain opportunities to develop their competencies. The final impact is that the career development strategy for the State Civil Apparatus is hampered by the organization's access to the available government budget.

Literature Review

Basic Concepts of Human Resource Management

Human Resource Management (HRM) is placed as a supporting element of the organization, namely as human assets working in the organization's environment (personnel, labor, workers/employees); or a set of human potential that can be used as an organizational driver in realizing certain goals; or a set of potentials that become organizational assets and function as non-material capital in the organization, as an effort to make it a real physical and non-physical form of potential within the organization (Nawawi, 2002).

Irianto (2011) suggested that the system was then implemented into several HRM functions which eventually formed a definitive formulation of functional HRM, namely "all activities starting with HR planning to the termination or termination of HR". Among other vital activities after the planning function and before the termination of HR are the preparation of job analysis, HR recruitment followed by the selection and placement of HR in relevant positions, then the functions of salary, performance appraisal, training and development, career management in positions, respectively. fostering relationships between individuals (employee relationships), as well as designing various quality of working life programs.

Competency-Based HR Development

Competence according to Spencer & Spencer in Palan (2007) is a basic characteristic possessed by an individual that is causally related in meeting the criteria needed to occupy a position. Competence consists of 5 types of characteristics, namely motives (consistent will as well as a cause of action), innate factors (consistent character and response), self-concept (self-image), knowledge (information in a particular field) and skills (ability to carry out tasks).).

Competence according to Palan (2007) is a description of behavior that refers to the underlying characteristics of behavior that describe motives, characteristics, personality, self-concept, values, knowledge or skills. Competence as a combination of skills (skills), knowledge (knowledge), and behavior (attitude). Skills, knowledge, and attitudes can be observed and explained critically for the success of an organization and work performance. (Fuad, 2009).

Competence includes doing something, not just passive knowledge. An employee may be smart, but if they don't translate their intelligence into effective workplace behavior, intelligence is useless. So competence is not just knowing what to do. According to Spencer & Spencer in Palan (2007) Competence is defined as a characteristic that underlies a person and is related to the effectiveness of individual performance in his work which is formed from

characteristics (1) Motives, (2) Traits or physical character, (3) Self-Concept, namely attitudes, values, or one's imagination, (4) Knowledge, a person's information in a certain scope, and (5) Skills, namely the ability to do certain physical or mental tasks.

Career Development Model Through Organizational Perspective

Bernes (2000) describes his model by describing the systemic, employee and organizational concepts developed for each parallel level of the model. to show hierarchical levels of organization encompassing outcomes, processes, and structures. Results are represented by the middle ring (Personal & Organizational Visions). Which are long-term goals that individuals and/or organizations are working towards. A process is a strategy, plan, or method for achieving long-term results. The structure is specific; in this case are the competencies needed by employees and organizations to ensure movement towards personal and organizational visions. To simplify his terminology, Bernes uses terms, the inner ring is referred to as the 'philosophical level', the middle ring as the 'strategic level', and the outer ring as the 'practical level'. These terms are used to describe the movement from a broader philosophical vision to a strategic plan and then to a practical need to acquire and demonstrate specific competencies. More specifically, the model encourages employees and organizations to dream (philosophical level), plan (strategic level), and then execute (practical level).

The circle of personal and organizational vision is represented by a core ring to indicate their role in governing the other subsystems. Meanwhile, the focus on competence is represented by the outer circle to show their role in providing feedback to the entire system regarding the requirements of the world of work in particular the competencies needed to remain employable (in the case of employees) and competitive (in the case of organizations). This feedback helps employees and organizations to adjust to changes in the world of work and therefore monitor their plans and strategies to ensure the most optimal fulfillment of their respective visions. The use of the system concept to create a parallel structure between employees and the organization is a new model of organizational career development.

Philosophical Level: Organizational Vision

On the organizational side, the model begins with the general goal of encouraging the organization to articulate its vision. "The organization's vision is a realistic, credible and attractive future for the organization. It is the articulation of a goal towards which the organization or part of the organization should shift its focus. It is a future that is in many ways more desirable than the present. Like the vision Personally, the organization's vision inspires action by engaging employees in a bold mission with a higher purpose.

Strategic Level

Organizational Human Resources Strategic Plan The concept of an organization's human resource strategic plan is parallel to the concept of an employee's personal career management plan. The task of the organization at this level is to plan how it can implement its vision through the strategic use of its human resources. This requires the organization to start by being involved in the strategy planning process. The next component of strategic planning involves an internal analysis in which the strengths and weaknesses of the organization are articulated. Internal analysis also identifies the quantity and quality of resources available to the organization.

Practical Level: Alignment of Employee Competence with Competencies Required by Organizations

To achieve the vision that the organization has set for itself, it needs to break down the strategic plan into the necessary competencies required of its employees for the achievement of its short-

term and long-term goals. Organizations that determine the required competencies of their workforce are able to articulate key measures of success and assess, develop and compensate employees, thereby providing a 'road map' for employee coaching and training and promoting the formation of organizational learning.

Like employee development, organizational development begins when the organization's vision (philosophical level), plans (strategic level), and then its implementation (practical level). Consequently, the practical level on the organizational side of the model does not stop with the specification of the required employee competencies.

Instead, it encourages organizations to initiate and continue to actively align employee competencies with required organizational competencies. The placement of employees in appropriate positions is based on the suitability of the demonstrated employee competencies and required competencies. Similar to personal vision, organizational vision has a central role in governing the rest of the system. In other words, the strategies and competencies required must be aligned and in line with the organization's vision

Methods

This research uses a qualitative method with a case study type. The selection of the qualitative paradigm was because the theory or model used as a reference in data collection was not tested for its propositions but only verified and/or confirmed with field data collected through qualitative data analysis and methods. This is intended to be able to provide a systematic, factual and actual description of the object under study, namely the development of competency-based career development management for State Civil Apparatus in Pangkajene Islands Regency.

This research was conducted in June-December 2021. The research location was in Pangkajene Islands Regency. The data analysis technique used is sequential data analysis technique. The analysis is carried out after data has been collected through a survey, interviews and direct observations in the field will be carried out where the results will be re-analyzed.

Results and Discussion

Philosophical Level: Vision of organizational career development

The first aspect of career development in the organizational dimension is the philosophical aspect which contains the vision of the organization in interpreting careers and the existence of employees in the organization. It is stated that the clarity of the organization's vision will provide clear and organized steps in developing employee careers according to the needs of the organization.

The organizational dimension is built on the proposition that; A clearly articulated organizational vision is the basis for the strategic utilization of human resources. Because the vision of the organization should be able to inspire employees in a bold mission with higher goals. In the organization, this articulation is then poured into a career development document that serves as a guide for the organization to carry out career development.

In general, the vision of career development at the regional secretariat of Pangkep Regency is an integrated effort with the State Civil Apparatus development system launched by the central government in order to build an agile bureaucracy.

The vision of organizational career development is an integral part of the management of the Indonesian State Civil Apparatus, which means, talking about it, we will talk about a set of legislation rules that are connected from the central to the regional levels.

In line with the vision of forming the State Civil Apparatus, the BKN regulation number 28 of 2020 also states that the first step in carrying out career development is through the staffing mapping contained in it. The mapping is based on 2 substantial things, namely the profile of employee competency mapping and the profile of civil servants in each existing agency for further career development based on 4 main things, namely qualifications, competence, performance appraisal and organizational needs.

In outlining the vision in career development of the State Civil Apparatus, it is necessary to understand the profile of the future State Civil Apparatus desired by the government where career development which is an integral part of personnel management has an orientation towards building a bureaucracy and employees who have the capacity to be able to adapt to the existing complexities. Therefore, in the author's opinion, basically the vision of building an agile State Civil Apparatus is based on 3 important things, namely (1) Establishing skilled, dynamic and mastering characteristics of the State Civil Apparatus who are skilled, dynamic and mastering science and technology, (2) Simplification of the bureaucracy through echelon simplification and transition from structural to functional positions, (3) Career development based on merit system.

In Pangkep Regency itself, based on the author's search, the author already has a legal basis regarding career development in order to realize the vision of forming a professional, agile and adaptive State Civil Apparatus as stipulated in the Pangkajene Islands Regent Regulation No. contains operational guidelines regarding career development in Pangkep Regency based on the vision of employee career development. However, in reality, the existence of a buapti regulation is not enough to identify a clear vision and then translate it into strategic steps. Then supporting documents are needed to see if the organization has a clear vision and then contribute to the next level, namely the organization's human resource development strategy. Bernes specifically emphasizes that the clarity of vision is sharpened by an analysis of the strengths and weaknesses of the organization and mapping of existing resource competencies.

Based on the results of the mapping of personnel documents at the regional secretariat of Paengkep Regency, the existence of this document has been identified in the career pattern document for civil servants which contains the mapping which can then be seen in the following table:

Table 1. Career development strategic planning support documents

Document Type	Regulation	Status
Key rules	Perbup number 15 of 2020	exist
Strategic guide	Career pattern document	exist
Mapping the advantages and weaknesses of the organization	Civil Service Management Master Plan	exist
Staffing profile	Staffing documents	exist
Competency mapping	Perbup Appendix number 15 of 2020	exist
Competency needs	Job analysis documents and standard documents of job competence	exist

Source: Author

From the table above, it can be seen that the regional secretariat of Pangkep Regency has fulfilled the requirements for the existence of an organizational career development vision.

Strategic Level: Organizational Career Development Plan

It is stated that the existence of a strategic level on the organizational dimension is indicated by the existence of the HR Strategic Plan which provides a 'road map' on how the organization

plans to fulfill the vision it has set. By establishing short-term and long-term plans, the organization begins to develop a broad strategy to engage in the activities necessary to ensure the successful achievement of its vision. In the end, the results of the activities chosen by the organization will require specific employee competencies.

The organization's career development strategy is very much determined by the existence of 4 important aspects in its planning, namely the first, needs and resource analysis, the second is data on employee competency standards, the third is employee competency analysis and the fourth is the existence of career pattern documents. From this, the direction of data collection carried out by the author was carried out to trace the existence of the four substances in the career planning document for the Pangkep district secretariat.

For the first substance, regarding the analysis of human resource needs, its existence has been found in the Employee Workload Analysis (ABK) document which contains the need for competencies and the number of employees required for certain competencies. The ABK document is the result of a calculation between job descriptions and achievements in a year where the coefficient of assessment has been determined by the Minister for Empowerment of the State Apparatus and the State Civil Service Agency. The second is employee competency standards, the existence of these competency standards is contained in 3 documents, namely documents regarding Job Analysis, Job Evaluation and Position Competency Standards. The third is an analysis of the employee's competence. For the fourth document which contains an analysis of employee competencies, for the third, the author did not find the existence of a complete document containing a comprehensive evaluation of the competencies possessed by employees at the Pangkep district secretariat. And the fourth is the employee career pattern document. This document then becomes a key document as a strategic guide. The regional secretariat of Pangkep Regency already has a career pattern document that contains the overall career planning of civil servants in Pangkep Regency. The existence of these documents is simplified in the following table:

Table 2. Key documents of civil servant career planning strategic plan

Substance	Status	Information
Analysis of needs and resources	exist	Workload Analysis Document
Employee competency standards	exist	Department Analysis Document, Job Evaluation and Competency Standards
Employee competency analysis	None	Not comprehensively suspended
Existence of career pattern documents	exist	Career pattern document

Source: Regional Secretariat of Pangkep Regency and processed by author

The orientation of the research carried out is based on the assumption that basically the organization continues to carry out the alignment of individual competencies with organizational needs, so the analysis of the existence of a strategy is directed to explore the value of balance between individual competencies and organizational needs for individual competencies.

Basically, the realization of an ideal plan is strongly supported by three things which are the main substance, namely a needs analysis, and the desired competency standard where the quality of both is strongly influenced by a comprehensive employee competency mapping. However, in Pangkep Regency, the absence of employee competency mapping will then provide a big obstacle to the implementation of the career pattern later.

For the relationship between needs analysis and employee competency mapping, the absence of mapping will have an impact on the flow of information that is biased in real conditions regarding the adequacy of employees with the quantity and category of competencies required. It is possible that the organization will mistakenly determine needs with 3 consequences, namely, a) there are positions that do not match the needs, b) there are competencies whose needs are not filled with employees with specific competencies and c) there are needs filled by employees with the same competencies.

For the relationship between competency mapping and job competency standards, the absence of competency mapping will result in a large gap in the organization's ability to close the gap between ideal competency needs and existing employee competencies so that when employees are required to carry out specific advanced education and training regarding certain competencies, there are concerns that the basic competencies possessed by employees have not met the standards to carry out advanced competency development as expected in the career advancement path. If this condition occurs, the realization of the career pattern will not be relevant to the desired timing in planning.

Practical Level: Competency alignment

In simple terms, the direction of data collection at this level is to find concrete efforts to see organizational activities in aligning organizational needs with existing employee competencies. Where it is stated that the organization will always encourage employees and provide the widest possible space for the State Civil Apparatus to provide education and training that is relevant to the needs of the organization so that the outcome of the process is able to close the gaps owned by the organization. By looking at this, the data collection area will be directed to explore how the recruitment and placement system is for employees, especially for those who already have career progress, the actions taken by the organization to harmonize the evaluation process and follow up on the results of the evaluation.

In the area of capacity development, it is carried out in 3 ways, namely through formal education, technical training and development of potential employees.

Formal Education

The first is the Learning Task. This Learning Task is one of the efforts taken to develop and improve the abilities and professionalism of employees by increasing their knowledge and skills. Enthusiasm of the employees is quite good in responding to this program because basically this learning task does not pay for education because it has been budgeted by the party organizing it through scholarships by certain parties, such as government-owned companies and ministries through APBD costs as a form of reward. Moreover, if the employee participates in this Learning Task, the employee is relieved of his/her job or tupoksi because this learning task is carried out during working hours. The second is a Study Permit, a Study Permit which is followed by internal employees who are currently or will occupy a higher structural position, intended as an effort to increase employee knowledge and skills by continuing their education to a higher level. This can encourage the spirit of employees in carrying out their performance, so that employees are able to carry out their main duties and functions optimally and professionally. If the employee has high enthusiasm and enthusiasm to carry out his work duties, then the employee has a tendency to complete the work as optimally as possible. When the apparatus is able to carry out its main functions, especially in carrying out government administration in relation to excellent service. In the end, good and professional governance will be realized in accordance with the principles of good governance.

Implementation of Technical Training

The second effort carried out by the regional secretariat of Pangkep Regency is the implementation of technical training. All employees who take part in the Technical Training are very enthusiastic and support the implementation of the Technical Training. This is because the Technical Education and Training provides specific material related to the main tasks and functions of each. Based on the results of the study, in the provision of technical training in accordance with the competence of the position, there were not many obstacles. This is supported by the recognition of the strengths and weaknesses of the regional secretariat of Pangkep Regency.

Empowerment of Potential Employees

The way to empower potential employees is to assign tasks according to their potential. For example, tasks related to Information Technology are given to employees who excel in Information Technology. The next method used to empower potential employees is to provide feedback so as to motivate employees to be able to actively participate in carrying out their duties.

In empowering potential employees, there are not many obstacles. This is supported by the leadership factor where the leader openly provides opportunities for his subordinates related to the implementation of tasks. Another factor that supports the empowerment of potential employees is shared commitment. Where in this joint committee is the commitment that comes from superiors and subordinates. The superior's commitment can be seen from the leader who is committed to continuously improving the capabilities of his potential employees. Meanwhile, the commitment from subordinates can be seen from the sense of full responsibility when the leader or superior gives assignments related to their potential.

It is different with the high intensity of employee capacity development through formal education and technical training, unfortunately in the context of evaluation as a follow-up to employee capacity development, there are no substantial things that indicate the existence of this mechanism. There is no evaluation process that ideally becomes an analysis material to see the suitability of the outputs and outcomes of this process.

It can be said that the absence of evaluation has an impact on simultaneous efforts to reduce the gap between organizational needs and individual competencies. For example, an employee who attends formal education or technical training and grading training is limited to meeting the profile and criteria for filling positions, but the organization loses space to analyze the level of adequacy of knowledge gained through these capacity building activities.

Conclusion

Career development of State Civil Apparatus at the Regional Secretariat of Pangkajene Islands Regency through organizational dimensions without competency mapping, the existing strategic plans will not be properly actualized considering that the absence of a supporting database has an impact on information bias regarding appropriate competencies for the organization. As a result, the organization's career development plans move in an informal space, and disproportionately. The effect on employees is that it will create gaps in career development opportunities based on differences in employee accessibility to the organization's informal space. If this continues to happen, then the organization will have many competencies but do not meet good quality standards to adapt to changes in the organization's external environment.

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