

Career Development of State Civil Apparatus through Harmonization Perspective in Pangkep Regency

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Abstract - The career development of the State Civil Apparatus so far has only been seen from the perspective of the organization, the development of an organization needs to be accompanied by the development of the individuals in it, therefore it is necessary to harmonize the career development of individuals and organizations, especially in Pangkajene Islands Regency where organizations are increasingly facing greater challenges. however, individual competencies are stagnant and do not match the needs of the organization. This study uses a qualitative design and case study strategy, data collection techniques through observation, depth-interviews, and documentation. The data processing technique used is data reduction through data categorization and classification. The results showed that at (1) the philosophical level: reciprocal confirmation, late employees have a vision and the strong vision formed by regulations forms an unbalanced confirmation pattern. The organizational vision fully intervenes in the individual vision that encourages individuals to adapt to the needs of the organization, (2) Strategic Level: Critical Discourse, Although the organization provides space for career development through budgeting Education and training, the process of aligning needs runs non-formally, (3) Level Practical: Supervision and Management is a management and monitoring process that is limited to meeting formal mechanisms without any factors that can provide more impetus for increasing both to the maximum level. As a result, employees have homogeneous careers that strengthen vertical careers but are weak in technical and sociocultural competencies, this condition will lead to competency gaps and intense competition in filling the pyramid-shaped career space. The balancing/interactive process of mutual confirmation, critical discourse, and monitoring and management provides feedback to employees and the organization to ensure that they stay on track with their respective visions, plans/strategies and competencies.

Keywords: - Career Development, Human Resource Management, Organization.

INTRODUCTION

In addition to the competency and qualification aspects of ASN, in the context of ASN management, it is also related to employee career development. Career development which according to Rivai is the process of increasing individual work abilities achieved in order to achieve the desired career [1]. 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.

The idea of organizational career development is implicit in Weber's conceptualization of the 'ideal bureaucracy' with his notion of a well-ordered hierarchy of authority and the placement of personnel based on technical competence [2]. Apart from Weber, [3] concept of 'organizational man' also reflects career development in organizations where the person does not only work for the organization but also for its own achievement. The concept of an organizational career became more explicit in the 1970s with the work of authors such as [4]; [5]. Careers in organizations that are supposed to be associated not only with membership and long-term organizational security, but also work on a 'logic of progress' i.e., when competent employees are projected to have career advancement step by step through a well-defined sequence of positions in a hierarchy within the organization. organization. In this context career advancement is supported by the organization through training, career development and management. In this way, career success can be easily and objectively evaluated by the achievements and positions associated with the promotion [6].

Of the various studies that attempt to elaborate on the aforementioned broad perspectives, there is an important work by [7] which explains the theoretical rationale linking OCM with ICM. [7] 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 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, [7] 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 [8].

In the follow-up explanation to the technical area regarding career development regulations in Indonesia, the nuances of the concept of "sponsored mobility" become very thick when reviewing Government Regulation (PP) No. 11 of 2017. It is also stated in article 163 of the PP that Career management for ASN aims to; the first to provide clarity and career certainty to ASN; second, balance between ASN career development and agency needs; third, encourage the improvement of the professionalism of civil servants; and fourth, improve the competence and performance of ASN. Regarding competency development, this is interpreted as an education designed to develop employees' abilities according to their competencies. For the record, the Government has issued Government Regulation (PP) No. 17/2020 concerning Amendments to PP No. 11/2017 concerning Management of Civil Servants (PNS). The revision of the regulation is specifically intended to better guarantee and strengthen the career development and competence of civil servants. In addition, changes to several provisions in the previous regulations are expected to increase the fulfillment of organizational needs.

Not only that, the Ministry of Administrative Reform and Bureaucratic Reform (PANRB) has issued the PANRB Ministerial Regulation No. 3/2020 on Talent Management for State Civil Apparatus (ASN). The regulation supports ASN with high performance and competence to continue to be developed, thus supporting national development. With this regulation, government agencies already have a legal basis for implementing ASN Talent Management in their respective agencies and it is hoped that in the future it can be integrated to encourage the achievement of national development strategies. Through talent management, it is hoped that the bureaucracy will place the best people in strategic positions so that they can accelerate national and regional development (Kemenpan-RB). The author's interpretation of this condition is that the use of the word "competency-based career development" as an effort to manage human resources in legal terminology further strengthens efforts to bridge the OCM and ICM perspectives in career development in Indonesia.

Furthermore, problems in Pangkajene Kepulauan Regency itself such as the placement of employees into positions that are not in accordance with their competence and educational background, the merit system that has not been fully operational in an objective manner and the attachment of the interests of political officials in placing employees in both structural and functional positions. Facts such as financial management positions filled by employees with non-financial educational backgrounds, government officials from an economics degree, or even a dentist assigned to manage the field of peace and order are some real examples of chaotic career development in Indonesia government agencies. If it is connected with budget constraints and inconsistency of competence, in the end, we will catch a signal of competition in career development.

The existence of competition ultimately creates a theoretical gap in today's career development model where when efforts to combine OCM and ICM are attempted, individual competition rooted in the idea of "human capital" dominates existing career development practices. [9] calls this the "Tournament Model" as a critique of the "human capital" perspective as mentioned in the previous discussion. He criticized conditions at the time which placed the organization's career management system in operation similar to a sports tournament, with a number of rounds and only the winner of each round allowed to compete at the next level. Performance appraisals that compare employees to one another or to a certain standard [10] offer a basis for deciding who wins each tournament round. It's just that in the case of Indonesia in general, Pangkajene Islands Regency is no exception, this "tournament" will almost certainly be won by individuals who are able to access limited "resources".

Interactive model emphasizes the evolving needs of individuals and organizations [8]. Several cases were found in the initial observations, among others; (1) Organizations are increasingly facing greater challenges but individual competencies are stagnant and do not match the needs of the organization, (2) On the other hand, individuals have competence, but organizational authority does not have the resources that must be owned to balance the changes that the organization must face. , (3) In other cases, it is not uncommon when the organization has sufficient resources (budget and program) but personnel do not have strong enough motives and ambitions to develop their careers by participating in training for example, (4) There are personnel who have strong motives and appropriate competencies but hindered by the resources and opportunities provided by the organization. Seeing the relevance of the assumptions of [8] to the reality of ASN career development in Pangkajene Islands Regency, the authors are then interested in analyzing the phenomenon of ASN career development in Pangkajene Islands Regency by borrowing the synergistic model proposed by [8].

LITERATURE REVIEW

Basic Principles of Human Resource Management

The basic principles of HRM actually lead to an increase in organizational performance. As it was understood earlier that in the concept of HRM, the human element is considered as a potential that can be developed to be optimally useful for organizational development. [11] assert that the development of quality human resources is believed to improve organizational performance. This opinion confirms that the real purpose of human resource management is to improve employee performance, both to increase individual, group and organizational performance in general. This also has implications for changing the paradigm of the human element in the organization as an absolute entity to measure the organization's ability to achieve its goals. According to Irianto that

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if you look more deeply and also if it is associated with leadership, the principles of HRD consist of [12]: (1) Placing the human element as an active party, (2) Placing the leader figure as an active party and not merely being situational, (3) Refers to innovative behavior that is not just the achievement of results by the individual, (4) Refers to the individual's ability to be able to reflect on himself in the form of performance, (5) Positioning the individual as the center and as a party who upholds noble values that can direct himself in various improvement efforts.

Theoretically, in that principle, the best aspect of leadership is to adapt to all situational changes. But the best of the best leadership is the leader's ability to adapt actively with the level of involvement at all levels of the organization intensively and with the ability to form a creative environment [13]. [14] that has been achieved and then study it in such a way that will be able to achieve a better level in the future. Due to the increasingly intensive level of competition, organizational orientation tends to be outward looking.

Basic Concept of Competence

Competence according to Spencer & Spencer in [15] 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). This is in line with the opinion of Becker and Ulrich in [16] that competency refers to an individual's knowledge, skills, ability or personality characteristics that directly influence job performance. That is, competence contains aspects of knowledge, skills (skills) and abilities or personality characteristics that affect performance. In contrast to [17] which divides competence into 2 (two) categories, namely basic competence and which distinguishes basic competence (Threshold) and differentiating competence (differentiating) according to the criteria used to predict the performance of a job. Basic competencies (Threshold competencies) are the main characteristics, which are usually in the form of basic knowledge or skills such as the ability to read, while differentiating competencies are competencies that make a person different from others.

Type and Characteristic Competencies

According to Spencer and Spencer in [18], competence can be divided into two categories, namely (1). Basic competence (Threshold Competency, and (2). Differentiating Competencies. Threshold competencies are the main characteristics (usually basic knowledge or skills such as the ability to read) that a person must possess in order to carry out his work. While Differentiating competencies are the factors that distinguish high and low performing individuals.

Charles E. Johnson in [19] divides competence into 3 parts, namely: (1). Personal competence, namely competence related to personality development (personal competency), (2). Professional competence, namely competence or ability related to the completion of certain tasks, and (3). Social competence, namely competence related to social interests.

Bernes' Synergy Perspective (2000)

Philosophical Level: Reciprocal Confirmation

The first step towards employee and organizational alignment involves a balancing/interactive process of reciprocal confirmation. The process of mutual confirmation refers to the goal of creating a mutually agreed vision. In other words, it refers to the process of creating a shared vision between employees and the organization.

Strategic Level: Critical Discourse

The second step towards employee and organizational alignment involves a balancing/interactive process of critical discourse. Critical discourse refers to the communication process by which an informed, precise and careful assessment can be made regarding the strategic use of human resources. This process facilitates movement towards a shared vision that is articulated at a philosophical level.

Practical Level: Monitoring and Management

The final step towards employee and organizational alignment involves the process of monitoring and managing specific competencies. Monitoring and management refers to the ongoing need to observe, guide and ensure that employees acquire and demonstrate essential competencies and these competencies are aligned with those required by the organization.

In this process, the employee monitors his plans and external realities to ensure that he acquires and demonstrates the competencies needed in the organization. The information obtained in the monitoring process enables employees and

organizations to improve their respective competency management, plans, and visions. Meanwhile, the organization is also involved in the monitoring and management process. In this case, he monitors his achievements in the outside world and also monitors his employees to ensure that they are performing tasks that are important to the organization. The information obtained in the monitoring process enables employees and organizations to refine their respective management competencies, plans/strategies, and visions.

METHODS

This study uses a qualitative method. The research design used in this study is a case study. The case study was chosen because career development problems are a common problem in Indonesia. The laws and regulations that have been prepared by the central government must then be implemented based on an analysis of regional needs in accordance with the mandate of the regional autonomy law so that taking the case study design is the right choice from several other qualitative research designs. Using case studies, researchers will collect data, integrate data and various sources of evidence and present data to provide empirical evidence. This is intended to clarify the understanding of competency-based ASN career development management in Pangkajene Islands Regency which is directly related to the symptoms that appear around the human environment which are organized in formal organizational units of the Pangkajene Islands Regency Government.

RESULTS AND DISCUSSION

Philosophical Level: Reciprocal Confirmation

At the level of reciprocal confirmation, it is hoped that a dynamic unity of vision will emerge through mutual understanding of a personal career vision and a vision to form a professional organization. The organizational vision fully intervenes in the individual's vision which encourages individuals to adapt to the needs of the organization, in addition to the internal socio-cultural impulses instead of causing reciprocal confirmation, but actually making it difficult for individuals to determine the career development vision.

Bernes mentions that, The reciprocal confirmation process encourages employees and organizations to share their respective visions. Throughout the sharing process, employees have an impact on the organization's vision and vice versa. Prior to employment relationships, organizations look for people who might contribute to the achievement of the organization's vision and individuals look for affiliations that might contribute to the achievement of their personal vision. Having a shared vision leads to a greater level of employee commitment. Meanwhile, higher levels of employee commitment lead to higher productivity levels and decreased turnover. In particular, [20] found that higher levels of affective commitment (when employees genuinely care about the organization, its vision, etc.) are the best predictors of higher productivity ratings. This goes hand in hand with the idea that a shared, meaningful, and affective vision generates the energy employees and organizations need to achieve extraordinary results. To create a shared vision, organizations need to provide employees with opportunities to share their vision, have input into the organization's vision, and to create opportunities to share the organization's vision.

These conditions then shape the orientation of employees to pursue careers through formal education and have an effect on the weakness of technical training planning, as a result. Employees become passive planners and wait for budget allocations from the organization. On the one hand, such employee conditions make it difficult for organizations to determine competency mapping as the main ammunition for career development planning. information bias on the suitability of employee career development plans. As a result, the critical discourse process revolves in informal spaces and provides a large space for employees who have great accessibility in these informal spaces.

Strategic Level: Critical Discourse

Critical Discourse Level refers to the communication process in which appropriate, precise and careful judgments can be made regarding the strategic utilization of human resources. Critical discourse involves employees in critical reflection and discussion where organizations create opportunities to exchange information and ultimately align personal career management plans with the organization's strategic plans, where this process is characterized by a pattern of communication in career development and an ideal performance appraisal between the organization and the organization. employee.

The data collection is intended to find the pattern of career development communication between employees and organizations represented by superiors in the career development function of subordinates. Bernes theory is built on the assumption that there is active and effective communication between subordinates and superiors to discuss the direction of career development of subordinates with organizational needs that occur in formal spaces. Bernes then proposes 5 types of critical discourse that can be carried out by organizations on the synthesis dimension. As for the five types and their suitability with the processes that occur at the regional secretariat of Pangkep Regency, see the following table:

Table 1. Conformity of items with found conditions

Critical Discourse Type	Rating Items	Information
Building a communication network	Career discussions	Occurs semi-formally.
	Coaching/mentoring program	None
	Network/referral program	Implemented with reference to training and education
Create a database of employee competencies	identify competence through self-assessment with instruments	None
	Self-assessment by evaluation	Individual processes
	Forming a career timeline	None
Align employees with the necessary processes	Break down the vision of the organization into an HR development program	None
	Forming a work team	Implemented by forming pokja-pokja
Continuous evaluation	Work planning	There's a work plan
	Assigning additional tasks	Sometimes it's irrelevant to your career needs.
	Rotation of work	Exist
	Support for collaboration	There is through the approval of the implementation of the task
Develop a sustainable organizational career development program	Establish a task force for career development program design	None

From the table above, the writer concludes that the communication pattern that exists at the critical discourse level has a career development pattern in superior-subordinate relationships but is not supported by a set of formal mechanisms and databases that can be used as a reference for alignment, therefore, the critical discourse process takes place personally, based on incidental needs and is not sustainable because it does not have a good database and evaluation process.

Although the organization provides space for career development through education and training budgeting, the process of aligning needs takes place non-formally. In the end, all forms of alignment of existing career development discourses will rely on personal closeness between superiors and subordinates while superiors tend to provide large space for employees who have access to non-formal spaces to communicate their career development needs, this happens due to the absence of a database, so the option of assigning assignments that match the needs of the career will not be proportional.

Practical Level: Supervision and Management

On a practical level, the process of monitoring and career management refers to monitoring to ensure that employees acquire and demonstrate important competencies in career development efforts and these competencies are aligned with those required by the organization. In the Bernes model, practical levels are actualized through a performance agreement between the organization and employees where the agreement is the result of employee expectations and organizational expectations.

In simple terms, this level is a process to ensure that employees and the organization both have an advantage in increasing organizational productivity and employee career development which is generally carried out through a performance agreement which in this agreement then involves an evaluation and follow-up process of the evaluation. Usually this process then leads to a rotation or job transfer in the organization. In the author's opinion, basically this process already exists in all government agencies because it refers to the regulation of the minister for the utilization of state apparatus and bureaucratic reform of the Republic of Indonesia number 53 of 2014 concerning technical instructions for performance agreements, performance reporting and review procedures for government agency performance reports.

Where the purpose of the performance agreement contains 5 important things, including (1) As a tangible manifestation of the commitment between the recipient and the giver of the mandate to improve the integrity, accountability, transparency, and performance of the Apparatus; (2) Creating performance benchmarks as the basis for evaluating the performance of the apparatus; (3) As a basis for assessing the success/failure of achieving organizational goals and objectives and as a basis for awarding and sanctioning; (4) As a basis for current superiors to monitor, evaluate and supervise performance developments/progress; (5) As a basis for determining employee performance targets.

The Performance Agreement can be revised or adjusted in the event of conditions, namely: First, there is a change or mutation of the second official; Changes in strategy that affect the achievement of goals and objectives (changes in programs, activities and budget allocations); and thirdly Changes in priorities or assumptions that have a significant impact on the process of achieving goals and objectives.

Basically a performance agreement is a commitment issued to perform well with the expectation that the greater the performance achievement realized by the individual, the wider the opportunity to improve his career through evaluation of the individual's capacity on the target of the work carried out. This then becomes an evaluation material for the organization to determine whether an employee is on a career path that is in accordance with his/her competencies or whether the employee has had the appropriate path but is not sufficient to fulfill the existing competencies. However, based on the author's search results, the results of performance appraisals are rarely used as a basis for employee career management.

Basically the performance agreement implemented by the regional secretariat of Pangkep Regency is considered as part of the demands of the task without considering the implications for career development. the majority of employees do not provide bargains for the achievement of performance agreements for career development. whereas in principle, every performance agreement must produce direct benefits to both parties. In general, the outcome of the performance agreement has an impact on employee incentives.

CONCLUSION

In the alignment dimension, the imbalance in the flow of reciprocal confirmation causes individuals to imitate national profiles with global employee characteristics. This then results in employees having difficulty accelerating and choosing to perform with standards without excessive ambition to get achievements. Furthermore, the critical discourse process that moves in the informal and personal space also results in the subjectivity of discourse and career planning strategies, which in turn will have implications for the ability of employees and organizations to fully commit to the organization's ability to remain competitive. If it continues, this sequence will result in the organization being downgraded into individual capacity constraints. It means. Organizations and employees within the organization may be able to realize the target, but fail to maximize the maximum potential of the organization.

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