

## DETERMINING FACTORS IN CIVIL SERVICE CAREER DEVELOPMENT

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### ABSTRACT

This research reviews about Career Development of Civil Servants (PNS) in Gorontalo Regency Government (Case Study at the Gorontalo Regency Personnel, Education and Training Agency). This research used qualitative descriptive approach, namely examining, analyzing and decrypting the data. The purpose of this study was to determine and analyze the factors that determine the career development of civil servants in the government of Gorontalo Regency. Research results: The factors that determine the career development of civil servants are, first, human resources include HR management, employee personnel consisting of formal education qualifications, civil servants competence, civil servant track record, civil servant behavior attitudes, integrity, discipline and loyalty; second, the commitment of superiors and teamwork that mutually support each other in the career development of civil servants; third, facilities, infrastructure, and budget; fourth, external factors can be in the form of political relations within the organization; fifth, regulations that support the career development of civil servants; sixth, the work performance of civil servants; and seventh, the motivation of civil servants.

**Keywords:** *Career Development, Qualifications, Competencies*

### INTRODUCTION

The development of apparatus resources is one of the main points in the organization in accordance with the organization's vision and mission, namely, to achieve a goal for the common good. The apparatus is the driving force in a government organization. The importance of efforts to develop apparatus resources so that they can produce quality and productive apparatus to carry out the success of an organization. The continuous development of personnel resources can certainly reflect the value for resources in the long and short term in order to have a positive impact on the organization. One of the things that must be owned by the apparatus or employees is to have qualification standards.

Civil Servants (PNS) are one of the actors who play a role in moving the wheels of the government bureaucracy. In order to realize qualified civil servants, the government has established regulations, starting from Law Number 43 of 1999 concerning the Basics of Employment with the aim of forming a civil servant figure who has the ability to carry out duties professionally and responsibly in carrying out government and development tasks and is free from corruption, collusion and nepotism. Then this Law was changed to Law Number 5 of 2014 concerning State Civil Apparatus, this is of course to be the basis for strengthening the bureaucracy in the scope of government administration.

Law Number 5 of 2014 was compiled as an integral part of bureaucratic reform, which is an effort to transform the Indonesian government bureaucracy, from the rule-based

bureaucracy (Employment Administration) in 2013 to the Performance Based bureaucracy (HR management) in 2018, towards dynamic governance (development of human capital potential) in 2025.

By looking at the various bureaucratic phenomena that exist in Indonesia today, in general there are at least some staffing problems that can be concluded: First, according to Prasojo in Mutiarin and Zaenudin (2014: 154) there are four sources of bureaucratic disease in Indonesia, namely, (1) the culture of mastering not serving the public in the bureaucracy as a result of the process of filling positions in the bureaucracy based on proximity to the authorities. (2) the inability to serve in the bureaucracy because the recruitment and recruitment process is carried out in an unprofessional manner and is still full of interest. (3) there is a moral breakdown in the bureaucracy that always thinks how to get money from the projects it carries out. (4) political parties still regard the bureaucracy as a source of money.

Then the second, according to Heady and Wallis in Mustafa (2013:127-128) states that the government bureaucracy in developing countries, for example Indonesia, has a shortage of good quality human resources in terms of management, leadership, technical skills, and appropriate capabilities. with development needs. On the other hand, the condition that is often encountered is the number of human resources that lack quality with unclear division of tasks. As a result, there is not only inefficiency in the use of human resources, but also an accumulation of employees in one work unit or agency.

Third, the former Minister of Administrative and Bureaucratic Reform of the Republic of Indonesia, Yuddy Chrisnandi, explained that in addition to professionalism and mentality problems that do not meet national standards, currently there are still some regional governments recruiting human resources who continue to add outsourcing and honorary staff without SOPs that are clear, transparent, and transparent. good criteria (Liputan 6, 2016).

Fourth, the ambiguity and uncertainty of the mission also makes the orientation of the implementation of the bureaucracy and its officers and officials to procedures and regulations very high. Moreover, in the public bureaucracy in Indonesia, which tends to use procedures and regulations as a benchmark that cannot be tampered with, the unclear mission of the public bureaucracy makes bureaucratic officials use procedures and regulations as the main criteria in service delivery, while on the other hand bureaucratic officials often ignore changes. that occur in the environment and alternative ways of service that might make it easier for service users to be able to access services more easily and cheaply (Dwiyanto et al, 2002: 4).

Fifth, Faisal Tamim in Atmojo (2015) states that the recruitment process for civil servants in Indonesia is mostly based on political considerations and not based on competence, this is one of the causes of the low quality of public services.

Sixth, Wahiyuddin in Atmojo (2015) states that the recruitment, appointment, transfer, and career development of civil servants do not pay attention to the principle of competence but are based on political considerations.

Therefore, efforts to realize a clean and authoritative government system (good governance) and to realize quality, good, efficient, and effective public services, need to be supported by human resources (HR) apparatus, especially civil servants who are professional, fair, responsible, honest and competent in their field. To be able to carry out public service tasks, government duties, and certain development tasks, civil servants must have a civil

servant management system based on a merit system or a comparison between the qualifications, competencies, and performance required by the position with the qualifications, competencies, and performance possessed by each civil servant.

However, in its implementation, there are still some things that are inconsistent and not in line with the existing policy formulation, including: (1) officials who get promotions do not meet certain requirements to hold positions, (2) there are still mutations carried out before the fulfillment of the minimum term of office. position, (3) there is no suitable or qualified candidate to occupy a position (premature regeneration process), (4) placement of a person in a position that is not in accordance with his competence, (5) placement and promotion mechanism without the recommendation of the relevant superior or not in accordance with existing procedures.

Thus, after paying attention to the problems in accordance with the background described above, this paper reviews the "Decisive Factors in the Career Development of Civil Servants".

## **METHOD**

Judging from the type of data, the research approach used in this study is a qualitative approach, case studies conducted in depth on individuals, one group, one organization, one activity and so on within a certain time. This research will focus on the career development of civil servants in Gorontalo Regency with a sub focus on the factors that determine the career development of civil servants.

## **RESULTS AND DISCUSSION**

### **Findings**

#### **A. Public Administration Theory**

According to Keban (2014) the term administration of public shows how the government acts as the sole agent in power or as a regulator, who is active and always takes the initiative in regulating or taking steps and initiatives, which they think are important or good for the community because it is assumed that the community is the party who passive, underprivileged, and must submit to and accept whatever is regulated by the government.

Then the phrase administration for public indicates a context that is more advanced than the first one above, namely the government has more of a role in carrying out its mission as a service provider. In this case, it can be assumed that the government is more responsive or more responsive to what the community needs and knows more about the best way to provide services to the community.

Furthermore, the term administration by public is a concept that is more oriented to community empowerment, prioritizing the independence and ability of the community because the government provides opportunities for the community to further explore their needs. In this case, government activities are more directed towards "empowerment", namely the government seeks to facilitate the community so that they are able to regulate their lives without having to be completely dependent on the government. As a result, the community has a high level of participation, starting from determining needs to implementing and evaluating results, while the government plays more of its role as a facilitator and can focus on strategic state affairs.

## **B. Human Resource Management Theory**

From the point of view of public administration, career development has an important position in organizational management. Good organizational management will place its human resources in an advantageous position. From the point of view of human resources as individuals in the organization, of course there are personal desires to be achieved when deciding to join an organization, for example a clear career path. In this case, the organization has full responsibility in providing socialization and understanding of the clarity of the career path that a person will take in his career life, through the organization's career development mechanism.

The purpose of institutional strengthening needs to be built through building the capacity of government apparatus resources, including planning for the career development of the apparatus themselves. This needs to be done as a form of government accountability to its apparatus, so as to ensure objectivity and transparency in the career development of civil servants in the regions. While the second perspective views career development which is part of human development, is another dimension that is integrated with regional development itself.

### **Discussion**

#### **A. Civil Servant Career Development**

##### **1. Civil Servant career development from the qualification aspect**

According to Simamora (2012: 273) "Development is defined as the preparation of individuals to assume different or higher responsibilities in the organization. Development usually relates to increasing the intellectual or emotional abilities needed to do a better job. Meanwhile, according to Monday (2011: 243), "Career development is a formal approach used by organizations to ensure that people with the right qualifications and experience are available when needed".

And in accordance with PP Number 11 of 2017 concerning Civil Servant Management. Employee career development is carried out based on: qualifications which are information on formal education qualifications; competencies that include technical competence (Education specialization, technical training, and technical work experience), managerial competence (Education level, structural or management training and leadership experience), and socio-cultural competence (work experience related to a pluralistic society so as to have national insight) ; performance assessment; and needs of government agencies.

In accordance with the opinions of the experts above and based on PP Number 11 of 2017 every civil servant is required to continue to improve educational qualifications. Career development in the Gorontalo Regency Government, including the BK-Diklat Gorontalo Regency as a whole has been going well, but not yet optimal, including from the aspect of formal education qualifications. Civil servants at BK-Diklat Gorontalo Regency have been given the same opportunity to continue to improve their educational qualifications, various cooperation programs have been opened by the Gorontalo Regency Government with Universities both public and private, scholarship programs from various institutions are offered. The demands of professional civil servants must of course be accompanied by the willingness and motivation of the civil servants themselves to improve their qualifications.

## **2. Civil Servant career development from competency aspect**

The career development of civil servants both at the central and regional levels in administering government and development has become one of the strategic issues in the development of public administration in Indonesia. Strategic changes in the local, national, and global scope in the economic, political, social, gender equality, community participation, as well as law enforcement and human rights require civil servants to be able to actively respond to these changes well. Civil servants as the driving force of development and government should have adequate competence in carrying out the tasks for which they are responsible. Civil servants carry out very strategic tasks as human resources for government officials where the demand for competence is a must. Even more than that, civil servants are often a benchmark for other workers in carrying out their profession as employees in an organization.

The paradigm towards civil servants that continues to develop recommends a new approach that in accordance with the changes and challenges faced, civil servants should be able to manifest themselves as knowledgeable human resources (knowledge workers). Knowledge-based apparatus is believed to be better able to carry out work and face the challenges of change that continues to occur in their environment. To realize such conditions, like it or not, the development of civil servants' competence must be carried out strategically and systematically and based on the needs of the organization and employees. The development of civil servants in practice is outlined in the concept of competency-based apparatus development. Competency-based civil servant development is considered relevant in bridging the need for a more credible and visible government bureaucracy with the aim of increasing actual competence for civil servants. One thing that is no less important in the implementation of competency-based civil servant development is how the competency gap of civil servants can be minimized so that civil servants are better able to work according to their field of work.

According to Simamora (2012: 273) "Development is defined as the preparation of individuals to assume different or higher responsibilities in the organization. Development usually relates to increasing the intellectual or emotional abilities needed to do a better job. Meanwhile, according to Rivai (2011: 316), "Career development is the process of increasing individual work abilities that are achieved in order to achieve the desired career.

Likewise, in Government Regulation Number 11 of 2017 concerning Civil Servant Management, Article 176, it states "Career development is carried out based on qualifications, competencies, performance appraisals, and the needs of government agencies. Career development is carried out through career development management by considering integrity and morality".

In accordance with the opinions of the experts above and in accordance with PP 11 of 2017 as well as the conclusions of interviews and observations as described in the description of the results of the study that the various competency qualities of civil servants require government agencies to carry out regular apparatus competency development programs as policies related to qualifications, assessments performance, and agency needs and integrated with civil servant career development. In accordance with the Gorontalo Regency Government's Vision, namely the Realization of Gorontalo

Gemilang Regency Towards a Civil Society, it is necessary to be supported by competent personnel resources. State Civil Apparatus (ASN) including civil servants have a role in supporting and determining the success of implementing regional development programs, making and implementing strategic decisions from formulating policies to implementing them in various development sectors. To play this role, a professional apparatus is needed who is able to carry out their duties effectively and efficiently. To form a professional civil servant figure, it is necessary to make concrete efforts to improve their competence in terms of the capacity and capability of the apparatus, either through education, training and non-training.

### **B. Factors that Determine Career Development of Civil Servants**

According to Utomo and Sugiarto (2010: 98) provide examples of 9 (nine) factors that influence individual career development in an organization, namely: (1) Employee and organizational relations, (2) Employee personnel, (3) External factors, (4) Politicking in the organization, (5) Reward system, (6) Number of employees, (7) Size of the organization, (8) Organizational culture, (9) Type of management.

Based on Government Regulation Number 11 of 2017 concerning Management of Civil Servants. Employee career development is carried out based on: qualifications which are information on formal education qualifications; competence consisting of technical competence (measured by the level of specialization in education, technical training, and technical work experience), managerial competence (measured by the level of education, structural or management training and leadership experience), and socio-cultural competence (measured from work experience related to with a pluralistic society so that they have national insight); performance assessment; and the needs of government agencies.

In accordance with expert opinions and regulations governing career development, namely Government Regulation Number 11 of 2017 and the conclusions from interviews and observations, it can be concluded that the determining factors in civil servant career development include:

#### **1. Human Resources**

Human resources include HR management, employee personnel consisting of formal education qualifications, civil servant competencies, ASN track records, civil servant behavior attitudes, integrity, morality, and motivation of civil servants.

#### **2. Commitment of superiors and teamwork**

Commitment and work are mutually supportive of each other in the career development of civil servants.

#### **3. Facilities, infrastructure, and budget**

Facilities, infrastructure, and budget are an important part of implementing civil servant career development, support for adequate facilities, infrastructure and budget can provide smooth and sustainable implementation of program activities related to career development of civil servants.

#### **4. External factors**

External factors can be in the form of political relations within the organization, the influence of other parties in supporting or even hindering the career development of civil servants.

#### 5. Regulation

Regulations that support the career development of civil servants are certainly very supportive of the career development of civil servants because regulations are the legal umbrella in implementing the career development system and management of civil servant career development.

#### 6. PNS work performance

PNS work performance must be real and measurable which is done through employee performance targets. This target is a description of the implementation of the duties of the position, in accordance with the description of the duties, responsibilities and authorities, which have generally been stipulated in the structure and work procedures of the organization. In addition, the results to be achieved, how much will be produced and when must be completed.

### **CONCLUSION**

In accordance with the results of research that has been carried out by researchers, the conclusions of this study are the factors that determine the career development of civil servants, namely, first, human resources which include HR management, employee personnel, formal education qualifications, civil servants competence, civil servant track record, civil servant behavior, integrity, morality and motivation of civil servants; second, the commitment of superiors and teamwork that mutually support each other in the career development of civil servants; third, facilities, infrastructure, and budget; fourth, external factors can be in the form of political relations within the organization; fifth, regulations that support the career development of civil servants; and sixth, the work performance of civil servants.

Career development of civil servants can be seen from the increase in educational qualifications, education, and training, this is intended so that someone can be more advanced and develop so as to improve the skills and abilities of civil servants and provide opportunities for civil servants to move from one position to another higher level.

Aspects of qualifications and competencies play an important role in the career development of civil servants, this is in accordance with the provisions of PP 11 of 2017 concerning Civil Servant Management, explaining that career development is carried out based on qualifications, competencies, performance assessments, and the needs of government agencies. Career development is carried out through career development management by considering integrity and morality.

Qualifications and competencies are important in the career development of civil servants. In addition, the factors that determine the career development of civil servants, including HR management, superior commitment, and others. Thus, efforts that can be made by BK-Diklat leaders to improve the application of civil servant career development are to provide opportunities for civil servants to expand their knowledge by taking higher education levels and in accordance with the field of work they undertake. It is also seen that there are still many civil servants who have not attended the training held in order to improve their performance. It is necessary to develop human resources in the BK-Diklat Gorontalo Regency. In addition, efforts are made to improve employee competence through technical trainings related to their field of work.

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