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Career Development Planning in the Perspective of Strategic Planning for Human Resources: Study at BKPSDM Sikka Regency

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INFORMASI ARTIKEL

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ABSTRACT

This study aims to analyze the career development planning of functional officials serving as Human Resource Analysts at BKPSDM of Sikka Regency through the perspective of Strategic Planning for Human Resources (SPHR), and to identify its supporting and inhibiting factors. Employing a descriptive qualitative approach, data were collected through interviews, observations, and documentation. The findings reveal that the planning process remains unstrategic, not based on job requirements, and lacks participation from functional civil servants. The absence of a grand strategy, limited capacity of planners, non-analytical information systems, and budget constraints are identified as the primary obstacles. Meanwhile, the merit system policy, motivation of functional civil servants, and emerging managerial awareness serve as potential enabling factors. This study recommends strengthening the planning institution, formulating strategic documents, digitizing career mapping, and integrating policies based on competence and performance as key solutions to sustainably reform the career system of functional civil servant.

1. Introduction

In the framework of development planning, human resource (HR) planning is essential as it serves as a bridge between the development vision and the implementation of the operational duties of civil servants. Human resource planning is a systematic process for determining future staffing needs in terms of both quantity and quality, in order to respond to change and improve cost efficiency, thereby achieving both organizational and individual goals (Sofyandi, 2008, p. 58). One aspect of human resource planning is the planning of employee career development. Baruch, (2004) states that planning career development is not solely the responsibility of the individual; it also involves organizational engagement in providing strategic support through career development programs, training, mentoring, and opportunities for internal mobility.

However, career development planning within the local government of Sikka Regency-particularly for the functional position of Human Resource Analyst has not yet received adequate attention from the regional agencies. Based on preliminary interviews conducted with four officials holding this functional position at the Regional Civil Service and Human Resource Development Agency (BKPSDM), they expressed concerns over the lack of career guidance and the absence of information regarding possible career paths. Existing career development procedures are primarily focused on promotion, without considering the needs for training and other competency development initiatives. In addition,

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the distribution of positions remains uneven, as the number of personnel in this role does not align with the organization's ideal requirements, as illustrated in the following table:

Table 1. Data on the Needs of Functional Position of Human Resources Analyst Apparatus

Position Level	Curret Employee Bazzeting	Requirement Calculation Result	Vacancy Needs
Ahli Pertama	1	8	7
Ahli Muda	3	8	5
Ahli Madya	0	6	6
Total	**4**	**22**	**18**

Source: BKPSDM Kab. Sikka

The vacancy at the Senior Expert (Ahli Madya) level indicates that the career path for the functional position of Human Resource Analyst is not well planned. Employees lack clear opportunities for promotion to higher levels. The disparity between the current number of personnel and the actual needs has led to an imbalanced workload among employees, with four staff members having to manage tasks that exceed their capacity, while certain areas remain understaffed and unmet. The lack of clarity in career development and the uneven distribution of personnel have had a direct impact on the performance quality of civil servants in Sikka Regency. One of the key indicators is the consistently low scores in the NSPK index (norms, standards, procedures, and criteria) and the civil servant Professionalism Index recorded over the past few years, as shown in the following table:

Table 2. Management NSPK Index Value Year 2022 and Year 2023

Element	2022	2023
Career Pattern	0,94	1.75
CSA Career Development	0,94	2,92

Source: NSPK Index

The function of the NSPK is to serve as a reference that regulates how employees perform their duties in accordance with their competencies and qualifications. Deficiencies in the implementation of the NSPK are often the primary cause of inefficiency and misalignment between employees' roles and the responsibilities they are expected to fulfill. Low scores in the elements of career patterns and career development indicate that the career management system is not functioning effectively. This hinders employees from reaching their full potential, which in turn negatively impacts the quality of public service delivery. The low NSPK scores have a direct influence on the overall performance reflected in the civil servant Professionalism Index.

Civil servant Professionalism Index is a key indicator that reflects the quality, competence, and dedication of civil servants in carrying out their duties and functions. Currently, the government agencies in Sikka Regency have been experiencing a crisis in the quality and professionalism of civil servant over the past five years, as illustrated in the following table 3.

From 2019 to 2021, the civil servant Professionalism Index scores were categorized as very low; in 2022, the scores fell into the low category, and in 2023, they showed improvement, although still within the moderate category. The persistently low the civil servant Professionalism Index scores over several years indicate the need for more profound reforms in career management, capacity building, and performance evaluation of civil servants. This suggests that without a clear and structured career development plan, improvements in professionalism scores are only temporary and unsustainable.

Proper career development planning will enhance the professionalism of civil servants, and at the same time, high professionalism reflects the effectiveness of the implemented career development planning. This aligns with Sedarmayanti's (2019:342) assertion that "professionalism is the pillar that positions the bureaucracy as an effective engine for the government and serves as a parameter of the apparatus's competence in performing their duties effectivel

Table 3. The Professionalism Index of Civil Servants for the years 2019–2023

Year	Number of Civil Servants	Qualification (%)	Competence (%)	Performance (%)	Dicipline (%)	Score (%)	Description
Standard Value		**25%**	**40%**	**30%**	**5%**	**100%**	
2019	5.518	13	21	21	5	60	Very low
2020	5.231	10,5	8,59	5,94	5	30,03	Very low
2021	4.955	10,98	8,59	7,5	5	32,06	Very low
2022	4.632	20.5	20,57	23,85	5	69,92	Low
2023	4.835	19,74	26,57	24,93	5	76,24	Moderate

Source: BKPSDM Kabupaten Sikka

Furthermore, the functional position of Human Resource Analyst faces its own challenges due to the transition from structural to functional roles, particularly following the bureaucratic simplification policy (Tumanggor & Putri, 2024). The transition from structural to functional positions requires civil servants to adapt to a culture that is more function- and expertise-oriented, while simultaneously necessitating a reevaluation of their roles (Nuh, et al. 2022). Many civil servants occupy these positions through an equalization process without receiving adequate training in functional technical competencies, which potentially leads to a mismatch between workload and capabilities. Moreover, there is often a misalignment between the tasks performed and the designated job positions (Zulkarnaini, et al. 2019). In addition to internal challenges, changes in policy and regional development directions further add to the complexity of career development planning for the functional position of Human Resource Analyst (Djamil & Sunarya, 2024). Therefore, the career-related issues concerning the functional position of Human Resource Analyst require a more in-depth examination, particularly regarding the career development planning process. This should involve a broader and more flexible approach, such as strategic planning for human resources, as well as an analysis of the supporting and inhibiting factors influencing the process. The objective of this study is to explore and analyze the career development planning process from the perspective of strategic planning for human resources, as well as to identify the supporting and inhibiting factors affecting the career development planning process for the functional position of Human Resource Analyst at the BKPSDM of Sikka Regency.

2. Theory

The Strategic Planning for Human Resources (SPHR) theory, developed by Rothwell & Kazanas (2003), emphasizes a planning process focused on the strategic management of human resources to ensure that an organization's workforce needs are met in the long term. The core principles of SPHR include mapping current competencies, identifying future human resource gaps, and formulating comprehensive development strategies encompassing career management, training, recruitment, and continuous evaluation. In this regard, SPHR provides a strong foundation for designing competency-based and results-oriented career management systems aimed at long-term outcomes, while simultaneously addressing various challenges commonly encountered within government bureaucracy. According to Rothwell and Kazanas, the key steps in SPHR include:

- Linking HR Goals and Objectives to Organizational Goals. In the first step, HR planners must ensure that the goals and objectives of the HR department are aligned with the broader goals of the organization. This alignment ensures that HR policies and programs support the organization's overall direction.
- Assessing the Current Status of HR in the Organization. The second step involves assessing the work being performed, the available positions, and the individuals occupying those positions. This evaluation helps determine the extent to which HR is supporting the organization's objectives and assesses whether the current HR structure is effective.
- Scannig the Environment to Assess Potential Changes. At this stage, HR must scan both the internal and external environments to understand how jobs, positions, or job categories may evolve over time. This also includes forecasting competency needs and identifying necessary changes in individuals to adapt to these shifts.
- Developing gap planning. A comparative analysis between current roles and anticipated future job requirements will reveal planning gaps. This process involves assessing competency gaps within the existing workforce and identifying future human resource needs
- Considering Long-term HR Strategies to Close the Gaps. Once the gaps are identified, the next step is to formulate long-term HR strategies to bridge these gaps. This may involve programs for training, recruitment, or career development aimed at preparing the required workforce.
- Implementating the HR Grand Strategy. This step involves executing the HR grand strategy through various HR practices, including career management programs, training, recruitment, job design, organizational development, labor relations, and compensation and benefits. The goal is to ensure that all HR activities align with and support the long-term objectives of the organization.
- Managing the HR Function to Support Strategy Implementation. Effectively managing the HR function is essential to ensure that implemented strategies are successful. HR must be capable of transforming both people and work processes to achieve the HR grand strategy.
- HR Strategy Evaluation. The final step is a comprehensive evaluation of the HR strategy's success. Evaluations are conducted before, during, and after implementation to assess whether the strategy is aligned with the organization's goals and delivering the desired outcomes. The evaluation results will provide valuable feedback for refining the strategy in subsequent stages.

This planning strategy aims to forecast future HR needs and ensure that the organization can manage and develop its workforce in a sustainable manner, adapting to both external and internal organizational changes. The theory emphasizes the importance of proactive and long-term-oriented HR planning to help organizations achieve their

strategic goals. It also supports individual career management, particularly in preparing for future challenges that cannot be fully predicted.

3. Research Method

This research uses a qualitative approach with a descriptive research type. The research was conducted at the Human Resources and Civil Service Agency (BKPSDM) of Sikka Regency, involving eight informants consisting of four structural officials and four functional officials holding the position of Human Resource Analyst (Analis SDM Aparatur). Data collection was carried out through in-depth interviews with the eight informants, as well as through observation and documentation. The collected data were then analyzed using the interactive analysis technique developed by Miles, Huberman, and Saldana (2014), as illustrated in the following figure:

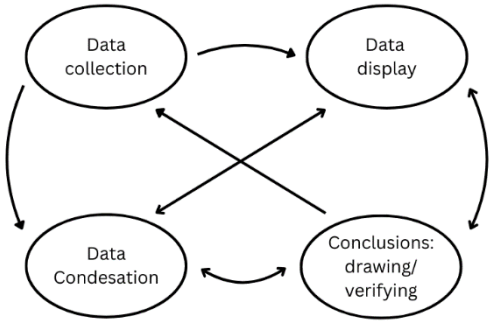


Figure 1

Components of Data Analysis: Interactive Model
Source:Miles, Huberman, & Saldana (2014:33)

The collected data were subsequently organized by grouping similar information to facilitate in-depth analysis. This was followed by data condensation, aimed at eliminating information irrelevant to the research focus and producing more robust data through techniques such as coding, thematic categorization, and cluster development. Finally, conclusions were drawn based on the interpretation of the presented data. This process involved iterative analytical activities to articulate findings, address the research questions, and effectively achieve the study's objectives.

4. Results

4.1 Career Development Planning in SPHR Perspective

The theoretical framework utilized is the Strategic Planning for Human Resources (SPHR) model developed by Rothwell & Kazanas (2003), which consists of eight stages in strategic planning. These stages begin with aligning HR goals with organizational objectives and culminate in the evaluation of the grand strategy, as outlined in the following stages:

4.1.1 Lingking HR Objectives with Organizational Objectives

Within the BKPSDM (Personnel and Human Resource Development Agency) of Sikka Regency, the relationship between the organization and its human resources is structured through alignment with the regional vision and mission as stipulated in Sikka Regent Regulation Number 2 of 2023 concerning the Medium-Term Regional Development Planning Document. This approach is consistent with the principle of vertical integration as articulated by Rothwell & Kazanas (2003), which emphasizes that human resource development must be aligned with the organization's vision, mission, and strategic direction. Specifically, BKPSDM has established organizational goals focused on: (1) enhancing the performance accountability and capacity of civil servants, and (2) improving the performance of the apparatus in delivering public services. These objectives substantively reflect the fourth mission in the RPJMD (Regional Medium-Term Development Plan), namely "improving governance." These goals serve as the foundation for the formulation of HR development programs aimed at strengthening the professionalism of civil servants. However, there remains a gap between the formulation of strategic objectives and their technical implementation in practice.

Structurally, BKPSDM has not yet developed technical documents that explicitly link organizational goals with career development strategies for the functional position of Human Resource Analyst. The development programs implemented tend to follow directives from the central government and are not based on internally driven planning that is adaptive to organizational needs. This indicates that the principles of Strategic Planning for Human Resources (SPHR) have not been optimally implemented. Furthermore, the absence of strategic documents-such as career development action plans, HR performance indicators, and competency-based job maps-reinforces the weak role of the HR function as a strategic partner in achieving organizational objectives. Discrepancies in perception among structural officials regarding the existence and role of planning documents further highlight weak internal communication and a lack of institutional vision integration. This issue is exacerbated by the absence of participatory forums in the planning process that involve functional civil servants as key actors in HR policy implementation. From the perspective of participatory planning (Mukmin, 2017), the formulation of HR development directions should incorporate contributions from the operational level through job needs analysis. The lack of such participatory mechanisms contributes to the weak integration between organizational strategy and the career development of individual functional civil servants.

4.1.2 Analyzing Lingking the Current HR Condition

An analysis of the current human resource conditions at BKPSDM Sikka Regency reveals several fundamental challenges that indicate the suboptimal implementation of a strategic human resource

management system at the institutional level (table 3). First, there is an imbalance in the distribution of functional positions for Human Resource Analysts, with such roles only present in two out of the three divisions within BKPSDM. From Grindle's (1997) perspective, this reflects weak institutional capacity in managing organizational functions in an adaptive and efficient manner. Second, there exists a competency gap following the structural-to-functional position transition, based on the Ministry of Administrative and Bureaucratic Reform Regulation No. 17 of 2021. This transition was not accompanied by adequate competency strengthening, which contradicts the principles of the Strategic Planning for Human Resources (SPHR) framework that emphasize career path development and competency mapping as prerequisites for an effective job transition (Rothwell & Kazanas, 2003).

Table 3. Data Civil Servants JF HR Analyst Apparatus

Initials	Unit	Rank/Group	Education	Term of Office
MIDG	Mutation and Retirement Division	Ahli Muda - Analis SDM Aparatur/III-d	S1 - Social and Political Science	6 Years 3 Month
HY	Mutation and Retirement Division	Ahli Muda - Analis SDM Aparatur/III-d	S1 – Information System	3 Years 3 Month
ATKT	HR Development Division	Ahli Muda - Analis SDM Aparatur/III-d	S1 – Law Science	3 Years 4 Month
KAM	HR Development Division	Ahli Pertama - Analis SDM Aparatur/III-b	S1 – Public Administration	1 Years 3 Month

Source: BKPSDM Kab.Sikka, 2025

Third, the human resource mapping system used by BKPSDM heavily relies on the national Civil Servant Information System (CSIS) platform. However, the validity and accuracy of the data within this system are suboptimal because data updates depend largely on the initiative of individual civil servants, while institutional verification remains passive. Fourth, capacity-building activities are predominantly driven by central government directives or the personal initiatives of functional ASN, lacking a framework that supports continuity and integration with institutional directions. The absence of a training roadmap, competency mapping, and succession strategies indicates a weak HR planning function as a critical subsystem in bureaucratic capacity development (Grindle, 1997). Fifth, evaluations remain focused on fulfilling credit point requirements as the main performance indicator, without considering strategic contributions to organizational goals. This contradicts the concept of result-oriented performance evaluation and core competencies, which are pillars of the modern merit system (Akbar, et al. 2021; Rothwell & Kazanas, 2003). Administrative evaluations potentially reduce the effectiveness of performance management and fail to detect individual development needs.

4.1.3 Scan the Environment

Within the SPHR framework, Rothwell & Kazanas (2003) emphasize that a comprehensive environmental scan of both internal and external factors is necessary to ensure that human resource development policies are adaptive, contextual, and relevant to organizational dynamics. At BKPSDM, there is no evidence of job trend analysis or medium-term human resource needs forecasting as part of the planning process. This function should be the responsibility of the functional officers serving as Human Resource Analysts; however, their involvement in strategic processes remains very limited. The absence of this strategic approach has resulted in suboptimal translation of national policies, such as bureaucratic simplification through the transition to functional positions (Minister of PAN-RB Regulation No. 1 of 2023), into career development policies at the regional level.

Furthermore, the environmental scanning at BKPSDM remains administrative in nature, is not based on real-time data, and is not supported by an integrated information system. A comparison with studies in other regions, such as the research by Sudrajat, et al. (2024) in West Java, demonstrates that the digitalization of assessment systems and competency mapping has proven effective in enhancing the career development of functional civil servants. This indicates that to realize strategic environmental scanning, digital transformation and the strengthening of integrated personnel information systems are necessary, rather than relying solely on national platforms like CISS, which are passive and administrative in nature. Lack of cross-sectoral coordination and minimal participation of functional civil servants in the formulation of career development policies indicate that the organizational culture has yet to internalize the participatory approach advocated by Mukmin (2017). This situation is further exacerbated by inconsistencies between political support and technocratic implementation. Although there is a commitment from regional leaders to improve the quality of civil servants, including functional civil servants, policy implementation has not yet addressed substantive aspects such as merit-based promotion systems and the enhancement of training quality. Non-technical interventions in the processes of transfer and promotion also hinder the effectiveness of environmental scanning as a basis for the formulation of objective and sustainable policies.

4.1.4 Assesing Planning Gaps

To assess planning gaps, it is necessary to conduct evaluations of past activities; however, such evaluations

have so far been carried out only incidentally and are limited to administrative aspects, such as calculating staffing needs, without being utilized as strategic instruments to reflect on achievements and formulate future policy directions. Within the SPHR framework, specifically in workforce analysis, the absence of such evaluations indicates a weak planning function as a feedback and corrective mechanism. This gap becomes even more apparent among civil servants transitioning from structural to functional positions. The lack of technical competency readiness, absence of a career roadmap, and unclear incentive systems create discomfort during the transition process. In line with the findings of Fitrianingrum, et al. (2020), such transitions in many regions occur without adequate institutional support, whether in the form of training, mentoring, or strengthening the roles of functional positions.

Furthermore, career development planning at BKPSDM has not been accompanied by long-term competency projections. The formulation of staffing needs has so far been oriented solely toward fulfilling the number of positions administratively, without alignment with institutional transformation directions and strategic environmental demands. The absence of a predictive and anticipatory approach in competency planning indicates that HR management at BKPSDM has yet to implement the principles of strategic foresight in civil apparatus development. Additionally, the planning process has not actively involved employees. The limited employee participation in policy formulation results in weak absorption of aspirations and actual needs on the ground. This has implications for a low sense of ownership toward career development policies, which ultimately affects the effectiveness of their implementation. Thus, the gaps in career development planning at BKPSDM Kabupaten Sikka not only reflect technical limitations but also indicate weak institutional capacity in formulating, implementing, and evaluating HR policies strategically.

4.1.5 Choosing a Long-Term HR Strategy

Normatively, planning documents such as the Strategic Plan and Work Plan have included training and development programs. However, there is no grand strategy document that explicitly directs the long-term career development of functional civil servants. Planning is conducted informally by an internal team and has yet to involve other strategic stakeholders, indicating the institution's low coordination capacity. From the SPHR perspective, particularly through WOTS-UP Analysis, this situation reflects a weak institutional position requiring structural intervention. The absence of a formal strategy results in a weak policy communication system. Functional civil servants do not receive adequate information regarding career paths, training opportunities, or promotion mechanisms, reflecting the lack of a systematic organizational communication strategy. Within the SPHR framework, failure in strategic communication constitutes a major barrier to HR strategy implementation, as poorly distributed information reduces program effectiveness and employee motivation (Fitrianingrum, et al. 2020). Besides communication issues, there is no evidence of a strategic process underpinning the direction of career development. Competency mapping, long-term needs evaluation, and job trend analysis have yet to be conducted. Development programs remain routine, reactive, and administrative in nature. This indicates that the organization has not fully integrated HR analysis with the overall organizational dynamics.

Interestingly, amidst institutional weaknesses, the functional officials demonstrate strong initiative and aspirations regarding the importance of a fair and inclusive career development strategy. They desire a strategy that is not merely administrative but also empowering. The regional leadership's support for human resource development is assessed positively; however, it has yet to be translated technocratically by the regional apparatus. This underscores that the success of HR strategies is also determined by the quality of bureaucratic management and institutional commitment to policy accountability (Destiana, 2023).

4.1.6 Implementating the Grand Strategy Through HR Programs

Within the framework of Strategic Planning for Human Resources (SPHR) by Rothwell & Kazanas (2003), a grand strategy serves as the fundamental basis for aligning the competency development of apparatus with the institutional vision and strategic environmental demands. However, BKPSDM of Sikka Regency has yet to establish a formal and structured grand strategy, particularly regarding the career development of functional officials serving as Human Resource Analysts. Although BKPSDM has implemented several HR development programs, such as technical and managerial training as well as competency examinations in collaboration with the National Civil Service Agency (BKN), the execution of these programs has not fully reflected a strategic approach. These programs remain reactive, primarily focused on fulfilling national regulatory requirements, and have not been adaptively tailored to the specific needs of the organization or the characteristics of functional positions at the regional level. The absence of an integrated grand strategy results in weak continuity between the planning, implementation, and evaluation stages of HR programs.

Evaluation of the effectiveness of development programs remains administrative in nature and has yet to address the substantive aspects of competency enhancement. There is no evaluation system available to

measure the extent to which training contributes to job performance or career mobility of functional civil servants. This finding aligns with the perspective of Valickas, et al. (2015), who emphasize the importance of data-driven planning systems in ensuring the effectiveness of career development programs. Moreover, the training experiences provided tend to be general and do not address the specific needs of the positions. Functional Human Resource Analyst civil servants require tiered and personalized training programs based on job levels and actual field needs. This expectation is consistent with the principles of talent management, which stress development based on both individual potential and job requirements simultaneously.

However, the success of development program implementation is determined not only by technical design but also by political commitment and institutional support (Iskandar, 2017). At BKPSDM Sikka, leadership commitment to human resource development has begun to emerge, yet it has not been accompanied by concrete technical policies and strong institutional backing.

4.1.7 Managing the HR Function as a Strategy Driver

In the paradigm of strategic human resource management, the HR function is no longer merely an administrative unit but is expected to act as a key driver in supporting the achievement of organizational goals. The Strategic Planning for Human Resources (SPHR) framework developed by Rothwell and Kazanas (2003) emphasizes the importance of integrating HR functions within the overall strategic planning process of the organization. However, at BKPSDM Kabupaten Sikka, the management of the functional civil servant role of Human Resource Analysts remains focused on administrative activities such as appointments, transfers, and technical training, which are not yet strategically aligned with the organization's developmental direction. This condition indicates that the role of functional civil servants as drivers of strategy has not been optimally realized, due to weak integration between HR planning and the institution's grand strategy. This phenomenon reflects structural issues within regional bureaucracy, including resource limitations, low managerial capacity, and an organizational culture that remains sectoral and traditional in nature (Rosenbloom, et al. 2022). Without cultural transformation and an information system that supports competency mapping, the strategic potential of HR functions cannot be fully realized.

Within the framework of Organization Development (OD), French and Bell (1984) state that the success of strategic change is largely determined by the readiness of organizational culture and the active participation of all involved actors. Unfortunately, the organizational culture at BKPSDM Kabupaten Sikka, which remains non-collaborative, along with weak interdepartmental synergy, acts as a restraining force against efforts to integrate HR into the mainstream of strategic planning. As Pearce and Robinson (1985) assert, strategies that are incompatible with organizational values and structures will face strong internal resistance.

Furthermore, the absence of an integrated information system results in a static and unresponsive career development planning process that fails to address both organizational needs and individual potential. This condition hampers the effectiveness of HR as a facilitator for capacity building within the apparatus. In practice, training is conducted without a precise competency needs analysis and lacks follow-up activities such as career potential mapping. This indicates that the talent management approach has yet to be incorporated into the regional HR management system. This situation contrasts with practices in other regions, such as Badung Regency, which has successfully developed a systematic career development plan despite ongoing challenges related to individual capacity and funding (Soeharto, et al. 2023). These findings reinforce that the success of HR management as a strategic driver is highly influenced by local context and the level of institutional maturity.

4.1.8 Evaluating the Grand Strategy

Furthermore, planning and reporting documents such as the Government Agency Performance Accountability Report (LAKIP) do not include substantive evaluations related to career development strategies. In fact, inconsistencies were identified between the reported data and actual field conditions, such as discrepancies in the civil servant Professionalism Index values between the official reports and field observations. These findings reflect a weak internal monitoring and evaluation system, as well as the absence of systemic data validation. Nevertheless, from the perspective of employees, several functional civil servants acknowledged positive benefits from the training programs they attended, reporting improved understanding and job readiness. However, other functional civil servants perceived that the training did not sufficiently address technical aspects in depth and failed to provide strategic guidance for career progression. Constraints such as limited budget allocation and unclear regulations further reinforce the gap between employee expectations and the actual implementation of career development strategies. Thus, the evaluation of the grand strategy for human resource development at BKPSDM Sikka Regency remains partial and administrative in nature. Evaluation has not yet been utilized as a reflective instrument to comprehensively assess the relevance, effectiveness, and impact of the strategy.

4.2 Supporting and Inhibting Factors

4.2.1 Supporting Factors

- *Governemnt Policies*

Government policy, particularly through Regent Regulation Number 10 of 2024 concerning the Implementation of the Merit System in Civil Service Management, normatively provides substantial support for the career development planning of functional officers specializing in Human Resource Analysis at BKPSDM Sikka Regency. This policy aims to establish a human resource management system that is objective, based on qualifications, competencies, and performance, while also promoting the professionalism of civil servants within the broader framework of enhancing public service quality. From the perspective of Strategic Planning for Human Resources, as articulated by Rothwell & Kazanas (2003), policies that are integrally aligned with the organization's vision constitute a critical foundation for building an effective and sustainable human resource development system. Although this regulation has served as a formal reference in the formulation of career development programs, its implementation still faces significant challenges.

Several key challenges hinder the implementation of this policy, including budgetary constraints, limited human resource capacity, and inadequate information technology infrastructure. These factors contribute to the weak integration of civil servant data systems and the limited ability to conduct data-driven performance evaluations. Beyond technical limitations, cultural barriers within the organization-such as the dominance of seniority-based values and patronage also pose significant obstacles to the realization of a genuine merit system. Promotion practices that are not yet fully competency-based result in low motivation among functional civil servants to pursue performance and potential-based career development paths. In addition to implementation issues, the policy formulation process has yet to be fully participatory. Limited stakeholder involvement has led to a lack of socialization and insufficient understanding among civil servants regarding the substance and objectives of the policy. Consequently, a gap persists between the written policy and its practical application in the field. This situation underscores the importance of enhancing inter-agency coordination and strengthening policy communication mechanisms to ensure the comprehensive internalization of meritocratic principles. Thus, government policy has normatively provided a supporting framework for the career development planning of functional civil servants in the role of Human Resource Analysts. However, strengthening institutional capacity, reforming organizational culture, and improving implementation and evaluation mechanisms are still required to ensure that the policy can be executed effectively and sustainably within the context of local governance.

- *Awareness of Human Resource Planners*

Planner resources represent a critical element in supporting the effectiveness of career development planning for civil servants, particularly for functional officials in the role of Human Resource Analysts. There are positive signals in the form of managerial awareness to enhance planner capacity through training programs. This initiative reflects an effort toward continuous improvement in human resource management, although it remains in its early stages and has not yet been fully institutionalized.

- *Human Resource Information System*

The Human Resource Information System (HRIS) utilized by BKPSDM Sikka Regency is the civil servant Information System, a platform provided by the central government. Generally, SIASN has improved efficiency in managing personnel administration, such as employee data archiving, reporting, and document generation, which were previously conducted manually (Fakhruddin et al., 2023). In this context, SIASN functions primarily as an administrative support tool for HR operational activities.

- *Awareness and Motivation of Functional Civil Servant*

4.2.2 Inhibiting Factors

- *Management Commitment*

Active involvement from top management is essential to ensure the integration between HR strategy and the organization's long-term goals (Rothwell & Kazanas, 2003). At BKPSDM Kabupaten Sikka, managerial commitment is mostly expressed through verbal support rather than concrete actions such as formulating integrated policies, allocating adequate budgets, or strengthening HR information systems. This gap between policy intentions and actual implementation hinders the effectiveness of career development programs. Interestingly, despite the weak commitment from top management, some middle managers have taken proactive roles in promoting career development for functional of civil servant. However, this adaptive approach risks causing policy fragmentation and inconsistencies in implementation, as it lacks strategic leadership from senior management. Valickas, et al. (2015) emphasize the importance of comprehensive and sustained institutional support as the foundation for an effective and systemic career development system. Furthermore, the findings reveal a conceptual gap in

understanding the meaning of "management commitment." Commitment should not merely be declarative statements but must be realized through tangible actions such as the formulation of long-term policies, the development of data-driven monitoring and evaluation systems, and investment in institutional capacity building. Without these, career development planning for functional of civil servant will stagnate and lose its strategic direction.

- *Panner Resources*

Institutionally, to date, there is no formal structure regulating the existence of a career development planning team, either through an official decree (Surat Keputusan) or other technical guidelines. The absence of such an institutional structure results in the planning process being conducted informally, without clear division of tasks and responsibilities. Consequently, coordination is weak, decision-making processes lack consistency, and planning documents tend to be administrative in nature rather than reflecting long-term strategic needs. From the perspective of development administration, this condition reflects weak institution building, which is a crucial prerequisite for adaptive and professional governance.

The majority of planners in the Human Resource Development sector lack adequate qualifications and training related to career planning for civil servants (table 4). This unpreparedness results in a low capacity to conduct job needs analysis, competency mapping, and the formulation of data-driven career development strategies. Rothwell & Kazanas (2003) emphasize that an effective HR planner requires not only technical knowledge but also managerial and interpersonal skills to holistically integrate organizational needs and individual potential. Without continuous training, the planner's role tends to be limited to administrative tasks rather than transformational functions. Based on the data collected, it is evident that the human resource planners involved in strategic career development planning have not participated in any planning training. Understanding career development planning is crucial for the human resource planners involved, as it is essential for formulating an accurate and effective strategic plan.

In addition to institutional and individual capacity factors, organizational culture at BKPSDM also acts as a barrier to optimizing the role of planners. There is resistance to change, communication obstacles across departments, and limited support from leadership in backing the planning function. Within the SPHR framework, successful implementation of planning is highly dependent on an organizational culture that is open to innovation, cross-sector collaboration, and the participation of all stakeholders (Rothwell & Kazanas, 2003). A non-conducive organizational culture can weaken collective commitment, hinder the flow of information, and reduce the quality of planning.

Table 4. CSA Career Development Planner Human Resources

Position	**Education**	**CSA Status**	**Planner Training**
Head of Aparratus HR Development Division	S1 Management	PNS	No
Ahli Muda-Analis SDM Aparatur	S1 Legal Science	PNS	No
Pranata SDM Aparatur-Penyelia	D3 Management	PNS	No
Ahli Pertama-Analis SDM Aparatur	S1 Public Administration	PNS	No
Analis SDM Aparatur	DIV HR Management	PNS	No
Analis SDM Aparatur	High School Social Studies	PNS	No
Ahli Pertama Asesor SDM Aparatur	S1 Legal Science	PPPK	No
Ahli Pertama Asesor SDM Aparatur	S1 Philosophy	PPPK	No
Ahli Pertama Asesor SDM Aparatur	S1 Management	PPPK	Tidak

Sumber: BKPSDM Kab.Sikka, 2025

- *Ouality of Civil Servant Information System Data*

The Civil Servant Information System currently lacks advanced analytical capabilities for mapping competencies, identifying development gaps, and providing strategic recommendations for the career development of functional personnel. The main issue lies in CISS's orientation, which remains focused on administrative record-keeping rather than data-driven planning. For example, employee competency and training data are not integrated in real-time, and data collection processes are often conducted manually, increasing the risk of errors and delays. Furthermore, the absence of automatic notification features or data update control systems causes the information within the system to become static, inaccurate, and unreflective of the employees' actual conditions. This phenomenon demonstrates that an information system that does not evolve adaptively will hinder the development of a

dynamic HR development strategy (Rothwell & Kazanas, 2003).

Furthermore, there has been no initiative from BKPSDM to develop or adapt the information system to the specific needs of the local organization. CISS is predominantly top-down, following central government policies without any evaluation forums or system development roadmaps at the local level. As a result, CISS loses its strategic function as a decision-support system that could guide decision-making in talent management, career mapping, and the predictive formulation of staffing needs.

- *Limited Budget*

Formally, budget allocations exist within the budget implementation documents (DPA and DPPA) for human resource development programs; however, these funds are not explicitly designated for the career development of Functional HR Analysts. In fact, in recent years, allocations for strategic programs such as training, technical guidance, and professional certification have significantly decreased (Table 5).

The budget issues at BKPSDM are structural rather than merely technical. The budget is predominantly directed toward routine and operational activities, while career development activities-which should be strategic-receive insufficient fiscal priority. The uneven distribution of the budget among all civil servants also results in functional officials, such as HR Analysts, receiving only a very limited share. This directly impacts the limited opportunities for training, both in quantity and quality, causing competency development to stagnate and become uneven.

Table 5. Budget Allocation for Apparatus Human Resources Development

Document Type	Budget Allocation			
	CSA Competency Development		HR Development Program	
	Education Program for Civil Servant	Coordination & Cooperation in the Implementation of Training	Socialization, Technical Guidance, & Training Program	Certificatioan, Institutionalization, Managreial & Functional Competency Development
DPA 2022	RP. 450.000.000	-	Rp. 2.700.000	-
DPPA-P1 2022	Rp. 450.000.000	-	Rp. 5.300.000	-
DPPA-P2 2022	Rp. 335.000.000	-	Rp. 7.400.000	-
DPPA-P1 2023	Rp. 485.000.000	Rp.1.553.940.700	Rp.1.47.962.000	Rp. 499.364.928
DPPA-P2 2023	Rp. 510.000.000	Rp.1.910.776.700	Rp.1.504.750.000	Rp. 496.991.257
DPA 2024	Rp. 285.000.000	Rp. 99.999.680	Rp. 72.500.000	Rp. 279.997.590
DPPA-P2 2024	Rp. 250.000.000	Rp. 21.204.680	-	Rp. 287.732.170

Furthermore, the gap between ideal expectations and the fiscal realities of the region underscores the weakness of budget-based strategic planning. An ideal career development plan requires a structured, tiered, and sustainable system. However, the regional fiscal capacity does not support this direction, resulting in career development policies lacking the necessary momentum to comprehensively promote civil servant professionalism. Without clear budgetary support, the planning process remains limited to discourse and documentation, without substantial realization.

Amid these limitations, BKPSDM has demonstrated an adaptive response by optimizing online training, collaborating with central agencies such as the State Administration Agency and the National Civil Service Agency, and submitting proposals in the Musrenbang forum. Although these efforts are commendable, they have yet to address the root cause: the absence of fiscal policies that recognize career development for functional officials as a strategic investment. If this situation persists, it risks long-term career stagnation, declining motivation, and the potential migration of talented human resources out of the public sector.

5. Discussion and conclusion

This study concludes that the career development planning for functional officials in the role of Human Resource Analysts at BKPSDM Sikka Regency has not been implemented in a strategic and structured manner. Although a normative framework exists through government regulations, its implementation at the institutional level remains dominated by an administrative approach that is insufficiently adaptive to the actual needs of positions and the organization. The planning process has not been concretely integrated with organizational goals, is not supported by long-term strategic documents, and lacks participatory involvement from functional civil servants. Moreover, there is no competency roadmap, accurate data-based information system, or training scheme aligned with the specific requirements of the position.

The implementation of human resource development (HRD) programs to date has been predominantly reactive, project-based, and not oriented toward long-term career advancement. Evaluation of program effectiveness has not been conducted substantively and remains limited to the fulfillment of administrative reporting requirements. Moreover, management's commitment has been largely symbolic, lacking strategic follow-up measures such as institutional strengthening, budget reform, or improvements to monitoring systems. Constraining factors such as limited

budget allocations, weak planning capacity, an information system that does not support strategic analysis, and an organizational culture that lacks transformational characteristics have further reinforced stagnation in career development.

Conversely, several enabling factors were identified that have the potential to be optimized, including the existence of a meritocratic regulatory framework, the enthusiasm of functional civil servants to contribute, and an emerging awareness among some technical officials of the importance of HR capacity development. However, without systemic improvements, these factors risk remaining underdeveloped. Based on these conclusions, the researcher recommends that the BKPSDM of Sikka Regency should: (1) Develop a grand strategy for the career development of functional civil servants serving as Human Resource Analysts, which includes a long-term vision, competency needs mapping, and the integration of HR planning with the organization's strategic direction; (2) Establish and strengthen the institutional structure responsible for HR planning; (3) Reorient budget allocations toward strategic HR development; (4) Develop or adapt a human resource information system (HRIS) that not only fulfills administrative functions but also supports competency mapping, career path tracking, and predictive analysis of HR needs; (5) Involve functional civil servants in evaluation and planning processes; and (6) Promote the institutionalization of meritocratic values through objective, performance-based promotion systems, alongside efforts to improve civil servants' literacy regarding the importance of competency-based career pathways.

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