

# Implementation of Career Development Policy for Civil Servants Through Talent Mobility in Dki Jakarta Provincial Social Services

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## ABSTRAK

Berdasarkan Peraturan Menteri PANRB Nomor 3 tahun 2020, Manajemen Talenta ASN Nasional merupakan bagian dari Manajemen Pengembangan Karier Nasional yang dilaksanakan melalui mutasi dan/atau promosi. Dinas Sosial Provinsi DKI Jakarta memiliki pegawai sebanyak 200 orang. Dari jumlah tersebut, terdapat 47 pegawai atau sekitar 18,5 persen pegawai yang belum melaksanakan rotasi selama 5 tahun atau lebih. Penelitian ini bertujuan untuk mengetahui implementasi kebijakan pengembangan karier PNS melalui *Talent Mobility* di Dinas Sosial Provinsi DKI Jakarta. Penelitian ini menggunakan metode penelitian kualitatif deskriptif dengan pendekatan induktif. Dalam penelitian ini lebih memfokuskan pada implementasi kebijakan pengembangan karier PNS melalui *Talent Mobility* dengan menganalisis faktor yang menghubungkan antara kebijakan dengan kinerjanya. Hasil penelitian menunjukkan bahwa implementasi kebijakan pengembangan karier PNS melalui *Talent Mobility* dengan menganalisis faktor yang menghubungkan antara kebijakan dengan kinerjanya di Dinas Sosial Provinsi DKI Jakarta sudah terlaksana dengan cukup baik, namun dalam faktor standar dan sasaran; sumber daya; komunikasi antar organisasi; karakteristik agen pelaksana; kondisi ekonomi, sosial, dan politik; disposisi pelaksana masih perlu ditingkatkan. Saran dari penelitian: (1) Perlunya komitmen dari semua pihak dalam pelaksanaan kebijakan talent mobility, (2) Perlunya melakukan analisis kebutuhan pegawai sebelum melakukan pengadaan pegawai. (3) Perlunya diadakan sosialisasi formal yang khusus membahas tentang talent mobility, (4) Perlunya melakukan pengembangan pegawai melalui pelatihan sesuai dengan bidang kerjanya masing-masing dan menyediakan anggaran untuk pelatihan tersebut. (5) Perlu adanya program yang dapat meningkatkan kesejahteraan pegawai, (6) Perlu adanya peran penting terutama dari pimpinan dalam mengubah pola pikir para pegawai.

Kata Kunci : Pengembangan Karier, Implementasi kebijakan, Talent Mobility.

## ABSTRACT

*In accordance with PANRB Ministerial Regulation Number 3 of 2020, National ASN Talent Management is an integral component of National Career Development Management, executed through transfers and/or promotions. The DKI Jakarta Provincial Social Service, housing a staff of 200 employees, reveals that approximately 18.5 percent, or 47 employees, have not undergone rotations in over 5 years. This study seeks to assess the application of civil servant career development policies via Talent Mobility within the DKI Jakarta Provincial Social Service. Employing a qualitative descriptive research method with an inductive approach, the research delves into the implementation of these policies by scrutinizing the factors connecting policy to performance. The findings indicate a reasonably effective implementation of the civil servant*

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*career development policy through Talent Mobility in the DKI Jakarta Provincial Social Service. However, certain aspects, such as standard factors and policy objectives, policy resources, inter-organizational communication and law enforcement activities, characteristics of implementing agencies, economic, social, and political conditions, and the disposition of implementers, warrant improvement. Recommendations stemming from the research are as follows: (1) Emphasize the need for commitment from all stakeholders in executing the talent mobility policy, (2) Prioritize the analysis of employee needs before recruitment processes to ensure a more accurate alignment with organizational requirements, (3) Initiate formal outreach programs dedicated to discussing talent mobility to deepen employee understanding and engagement, (4) Establish a structured training program aligned with employees' respective fields of work, backed by a designated budget for training initiatives, (5) Institute programs aimed at enhancing employee welfare comprehensively, and (6) Recognize the pivotal role, particularly that of leaders, in reshaping employee thought patterns to align with the objectives of Talent Mobility.*

*Keywords: Career Development, Policy Implementation, Talent Mobility.*

## **Introduction**

Talent management for state civil servants (ASN) stands as a paramount national priority in fostering the advancement of high-quality and competitive human resources (HR). The enactment of Regulation Number 3 of 2020 by the Minister for the Empowerment of State Apparatus and Bureaucratic Reform (PANRB) concerning ASN Talent Management serves as a comprehensive guideline. It directs ministries, institutions, and regional governments in the effective execution of initiatives aimed at expediting HR management reform for personnel within their respective agencies.

The government plays a crucial role in effectively managing the talents of ASN, and one approach is through the development of talent mapping. The outcomes of this mapping process serve as vital considerations in orchestrating the mobilization of ASN talents, often referred to as Talent Mobility. According to information retrieved from the official page [menpan.go.id](http://menpan.go.id) on February 6, 2023, at 23:30, Teguh Widjinarko, the Acting Deputy for Human Resources for Apparatus at the Ministry of PANRB, emphasized specific steps that government agencies must undertake to expedite development.

Widjinarko highlighted the initial step, which involves the implementation of Talent Mobility through mapping based on competency and performance within each agency. This strategic measure becomes crucial as it facilitates the identification and placement of employees with significant potential into Talent Management programs.

Talent mobility programs necessitate organizational systems encompassing management, planning, and control, designed to account for the dynamic global diversity within the workforce, considering factors such as gender, lifestyle, age, and ethnic background (Cheese et al., 2007).

Hence, viewed from the perspective of strategy, regulation, and talent management implementation, this program represents an innovative approach (Dessler et al., 2005). Mullaney identifies several challenges associated with talent mobility, including: 1) aligning current and future talent needs with rapidly changing business requirements; 2) developing a robust succession plan for talent and bench strength; 3) retaining high-performing individuals and potentially minimizing turnover; 4) reducing external recruitment costs; and 5) enhancing overall HR measurement and reporting practices (James, 2012).

In accordance with the Ministerial Regulation of PANRB, National Career Development is executed through transfers and/or promotions. In the course of advancing one's career, particularly for civil servants, individuals often encounter periods of monotony that can ultimately diminish their performance. Recognizing this challenge, the Governor of DKI Jakarta took proactive measures by issuing Decree Number 826 of 2022, addressing Career Patterns for Civil Servants.

Career development within the civil servant management process is structured through position mapping, aligning with established career patterns for civil servants. According to DKI Jakarta Governor Regulation No. 826 of 2022, in attachment letter D number 2, civil servants are mandated to undergo position rotation within 5 years of occupying a role. Additionally, for those demonstrating high competence and exceptional performance, validated through a work assessment in the very good category, rotation can be considered. However, challenges persist in implementing career development through transfers and promotions. Out of a total of 200 employees, approximately 18.5 percent, or 47 employees, have not experienced rotation for five years or more.

Exploring the challenges inherent in the execution of civil servant career development through Talent Mobility presents an intriguing area of study. This research aims to delve into policy analysis by examining the factors connecting policy to its practical application. According to Wahab (1997:50), policy implementation is the process of translating policy decisions into action. To assess policy implementation, Donald S. Van Meter and Carl E. Van Horn (1975:462-474) propose six variables that shape the relationship between policy and performance, namely: (1) policy standards and objectives, (2) policy resources, (3) interorganizational communication and enforcement activities, (4) characteristics of the implementation agencies, (5) economic, social, and political conditions, and (6) the disposition of implementors. Given the issues highlighted, the author is motivated to undertake a research endeavor titled "Implementation of Career Development Policy for Civil Servants through Talent Mobility in the DKI Jakarta Provincial Social Service."

## **Research Methods**

The research on the Implementation of Civil Servant Career Development Policy through Talent Mobility in the DKI Jakarta Provincial Social Service employs a descriptive qualitative method with an inductive approach. Following Creswell, as cited in Herdiansyah (2014: 8), qualitative research is characterized as an inquiry process focused on understanding, rooted in established methodological traditions that explore social or human problems. The researcher endeavors to construct a comprehensive, holistic depiction, analyze words, present detailed perspectives of informants, and conduct the study in a natural setting.

The descriptive method, as defined by Nazir (2014: 43), involves researching the current status of a group of people, an object, a set of conditions, a system of thought, or a class of events. The primary objective of descriptive research is to generate systematic, factual, and accurate descriptions, images, or depictions of the facts, properties, and relationships among the phenomena under investigation. Additionally, Nazir (2014: 166) notes that "the inductive approach is a way of thinking that provides reasons starting from specific statements to develop a general argument." In this study, data collection techniques include documentation, observation, and interviews, while data analysis employs methods such as Data Reduction, Data Display, and Conclusion Drawing.

## **Results and Discussion**

Implementation of civil servant career policy through talent mobility theory by comparing it with reality on the ground, as follows:

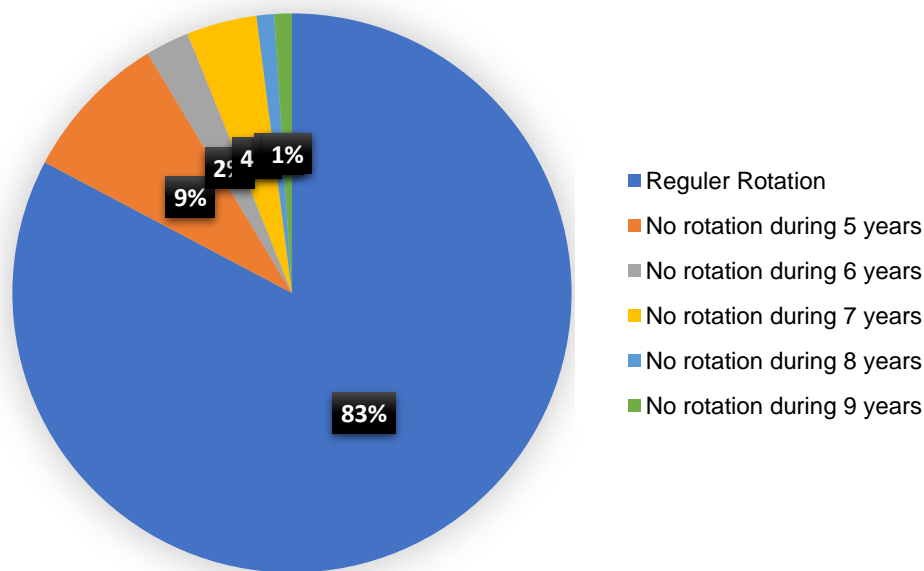
### **1. Policy standard and objectives**

To achieve policy objectives, a thorough understanding is essential to ensure clarity, specificity, measurability, and universal comprehension among all stakeholders involved in implementation and oversight. Information gathered from various informants indicates that employee mobility within the Social Service aligns with the ASN Career Pattern. According to the Gubernatorial Decree, every employee is entitled to periodic rotation, ensuring that no individual faces stagnation or remains in a position for more than the stipulated 5-year period.

Talent Mobility serves as a framework for employee career development, facilitating both vertical and horizontal position rotations to prevent career stagnation and monotony. This strategy becomes instrumental in enhancing employee careers, particularly when rotations result in promotions. Promotions serve as a catalyst for boosting morale and improving the performance of the individuals receiving such recognition. Conversely, job rotation in the form of a demotion is

applied as a corrective measure, typically administered when a civil servant violates established regulations in their work operations.

Despite the conceptual alignment of Talent Mobility with career development goals, the actual implementation of career development policies at the DKI Jakarta Provincial Social Service falls short of the mandates outlined in Governor's Decree No. 826 regarding the specified ASN Career Patterns. Evidently, there are still instances where employees persist in their positions beyond the designated time limit, highlighting a gap in the full enforcement of the established policies.



**Figure 1. The Percentage of Employee Rotation Rate**

*Source: DKI Jakarta Provincial Social Service, 2023*

The data presented highlights the trend among the 200 employees, with approximately 18.5 percent (47 employees) failing to undergo rotation for five years or more. The repercussions of this non-rotation are discernible in terms of employee performance. Those who remain in a single position for an extended period tend to exhibit signs of monotony, potentially leading to a lackadaisical approach to their work. This is evident in their tendency to engage in prolonged conversations with colleagues who, like them, have not experienced rotation.

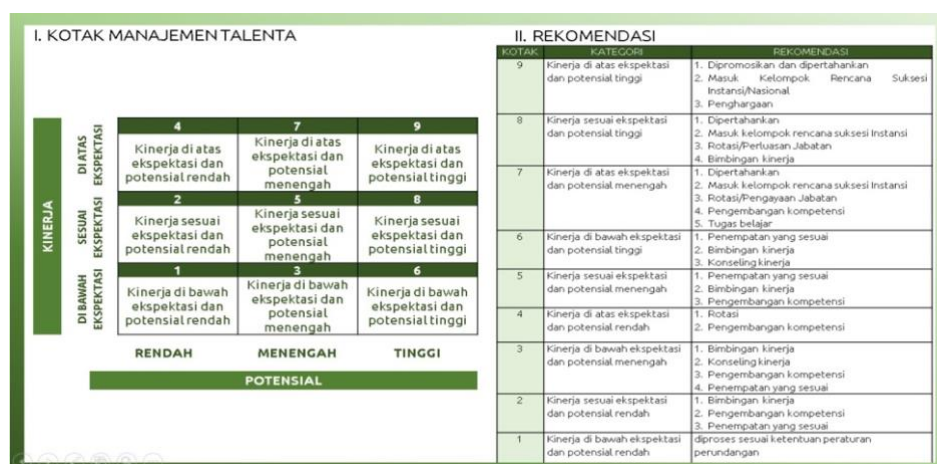
Further examination of the observed timeframe (2017-2022) reveals that only 7 employees underwent rotation. Strikingly, the majority of regularly rotated employees fall within the younger age bracket, ranging from 20 to 50 years. Conversely, most employees who have not undergone rotation are aged over 50.

**Table 1. Employees' Age based on Talent Mobility**

No	Name	Age	Final Year of Rotation
(1)	(2)	(3)	(4)
1.	Rediska Paramita Putri	31 years	2022
2.	Nur Rokhmah Fitriani	28 years	2021
3.	Astrid Fahnasya	27 years	2021
4.	Rangga Shohibul Arif	28 years	2022
5.	Putri Febriana Lestari	27 years	2022
6.	Yaya	52 years	2018
7.	Edi Muhammad Diah	50 years	2017

Source: DKI Jakarta Provincial Social Service, 2023

In response to the employees who have refrained from rotations for five years or more, the Social Service Personnel Section takes proactive measures by documenting the competencies of each employee. This information is utilized to categorize qualified employees into a talent management box, essentially creating a talent pool. A similar approach is noted in a study conducted by Agustina Situmorang et al. in 2020, where the Telkom Group implemented a talent pool system. This system serves as a strategic instrument for mapping an individual's potential for development within the organization.



**Figure 2. Talent Pool Box**

Source: menpan.go.id, 2023

The illustration above illustrates that variations in an employee's performance play a pivotal role in determining their placement in a specific box, with corresponding treatments tailored to the conditions warranted by each category. This strategic approach is a concerted effort by the DKI Jakarta government to enhance human resource management within the regional government framework. The intention is to foster the career development of employees, ensuring that the execution of Talent Mobility aligns with expectations.

## 2. Policy Resources

Resources play a crucial role in organizational functioning, with a primary focus on human and financial assets. Through interviews, observations, and existing data, it becomes apparent that both human and financial resources encounter challenges. In the context of employee rotation, a notable impediment arises from a deficiency in skilled experts to execute work programs within the Social Service, particularly in the areas of caring for individuals and managing PMKS. Competence, defined as the ability to perform duties satisfactorily beyond the minimal requirements, is essential (Arifah & Amalia, 2021). To address this, the Social Service seeks assistance from the Health Service, soliciting contributions of medical personnel and psychiatrists. Additionally, collaboration with the Department of Manpower, Transmigration, and Energy involves the provision of trainers to facilitate PMKS rehabilitation, along with volunteers from various social organizations. The subsequent section outlines specific vacant positions and the corresponding personnel needed for effective operations.

**Table 2. List Planned Needs for Social Service Employees for 2021**

No.	Work unit	Needs Plan (people)
1	Dinas Sosial	7
2	Panti Sosial Asuhan Anak Balita Tunas Bangsa	3
3	Panti Sosial Asuhan Anak Putra Utama	-
4	Panti Sosial Bina Daksa Budi Bhakti	5
5	Panti Sosial Bina Karya Wanita Harapan Mulia	4
6	Panti Sosial Perlindungan Bhakti Kasih	4
7	Panti Sosial Bina Karya Harapan Jaya	4
8	Panti Sosial Tresna Werdha Budi Mulia	4
9	Panti Sosial Bina Remaja Taruna Jaya	2
10	Panti Sosial Bina Netra dan Rungu Wicara Cahaya Batin	1

<b>11</b>	Panti Sosial Bina Grahita Belaian Kasih	<b>5</b>
<b>12</b>	Panti Sosial Bina Laras Harapan Sentosa	<b>1</b>
<b>13</b>	Panti Sosial Bina Insan Bangun Daya	<b>1</b>
<b>Total</b>		<b>41</b>

Source: LKIP DKI Jakarta Provincial Social Service, 2023.

As seen in the Table above, the DKI Provincial Social Service currently has 41 vacant positions, and none of these roles have been filled through employee rotations. One contributing factor to this vacancy is the qualification misalignment among current employees. This discrepancy is evident in the performance appraisal scores (SKP) of social service staff, which consistently fall within the "good" criteria on average. Notably, the governor's regulations offer an avenue for all employees to be considered for vacancies if they achieve a performance target value categorized as "very good." Despite this opportunity, the existing workforce has yet to capitalize on this provision, leading to a lack of internal candidates for the vacant positions.

**Table 3. Data on SKP Values for Social Service Employees Who Have Not Been Rotated for 5 (Five) Years or More**

No	Name	Class	Last rotation year	SKP value	Ket.
(1)	(2)	(3)	(4)	(5)	
1	Slamet Rianto	III/B	2014	87,63	Good
2	Yaya	I/D	2018	87,28	Good
3	Edi Muhammad Diah	III/A	2017	87,70	Good
4	Jamiatur Rosyidah	III/B	2017	86,96	Good
5	Pirmansyah	II/D	2017	86,14	Good
6	Hermin Sunar Indrati	III/D	2016	88,00	Good
7	Supartono	III/B	2015	87,60	Good
8	Sumarso	II/B	2017	76,56	Good
9	Wasri	I/D	2016	84,20	Good
10	Rosmawati	III/B	2017	85,12	Good
11	Suwarsi	II/A	2016	85,18	Good
12	Eva Pebruariyatno	II/C	2015	84,67	Good
13	Lismaria	III/B	2017	87,60	Good
14	Carno	II/B	2014	87,60	Good



<b>15</b>	<b>Budiana</b>	<b>III/B</b>	<b>2015</b>	<b>87,60</b>	<b>Good</b>
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Source: *DKI Jakarta Provincial Social Service, 2023*

To address the aforementioned challenges, the Social Service has proactively sought to remedy the shortage of human resources by collaborating with the Regional Personnel Agency to propose the procurement of additional staff with expertise tailored to vacant positions. However, a crucial observation is the absence of a specific budget allocated to implement this policy. Furthermore, there is a notable lack of funding for the training of newly rotated employees, a key element in ensuring sustained performance during the adaptation to new responsibilities. In response, the Social Service has pragmatically utilized the budget designated for office supplies, specifically paper and ink within the Administrative and Office Supplies (ATK) budget, to address immediate needs. While this resource reallocation showcases adaptability, it underscores the pressing need for a more comprehensive budget to support both the recruitment of new personnel and their effective training and integration into their roles.

### **3. Interorganizational Communication and Enforcement Activities**

Effective implementation relies on the clear understanding of measures and objectives by individuals responsible for policy performance. The career committee holds the privilege of executing talent mobility programs, aligning with its primary responsibility to groom top talent for key roles within the Telkom group (Nawaz, 2013). Consequently, it is crucial to emphasize the clarity of fundamental measures and policy objectives, ensuring accurate communication with those tasked with implementation. The consistency and uniformity of these measures and objectives across various sources of information are paramount. The success of implementation hinges on the precision and coherence in conveying standards and targets, establishing the foundation for effective outcomes. Enhanced coordination and communication among involved parties correlate with minimal errors in the implementation process, fostering a presumption that meticulous planning reduces the likelihood of errors occurring.

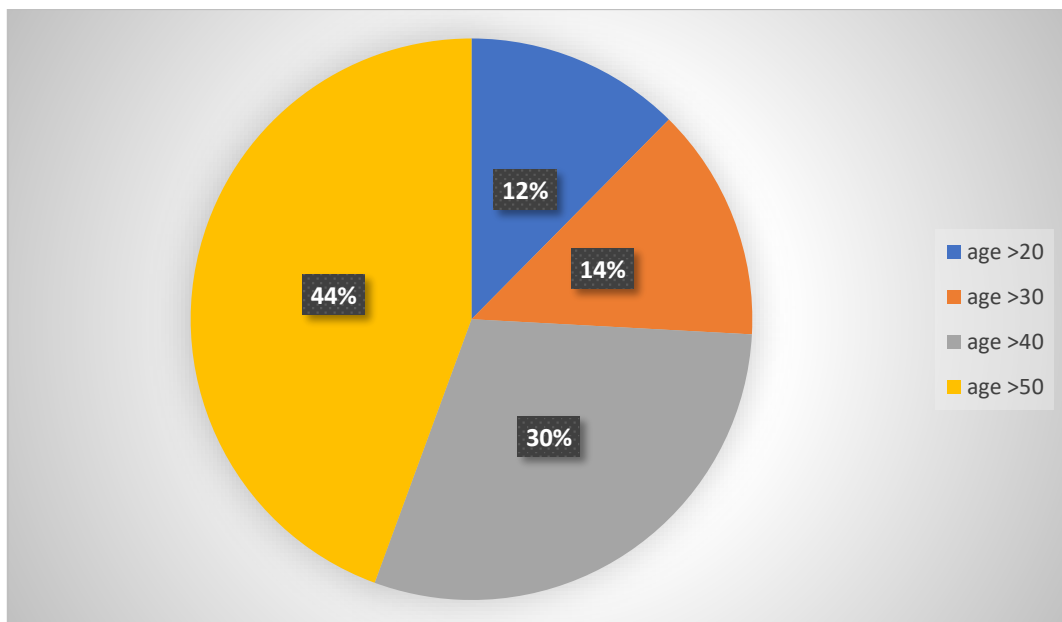
The examination of development policies concerning talent mobility involves not only the responsibility of the Personnel Section within the social service but also necessitates coordination with the Regional Personnel Agency (BKD) of DKI Jakarta Province. While the Social Service has maintained periodic coordination with BKD on personnel-related matters, including Talent Mobility, the formal socialization of regulations related to Talent Mobility has not been universally applied to all employees. Recognizing this gap, the Social Service endeavored to address the issue during a coordination meeting between the Head of the Service and the General and Personnel

Subdivision. However, the dissemination of these regulations to employees has been limited to forwarding messages in the WhatsApp group. This method sometimes falls short as the information is not consistently read attentively by employees, leading to a situation where only those within the Social Service Personnel Subdivision are well-informed about Talent Mobility.

#### 4. The Characteristics of The Implementation Agencies.

Characteristics of an implementing agent encompass qualities such as connectivity, which significantly influences the smooth operation of a program. This is evident in the motivation and self-awareness of employees. Motivation serves as the internal drive propelling an individual towards goal achievement. An employee harboring the ambition to advance their career is more likely to recognize the benefits of Talent Mobility in fostering career development.

However, the results indicate a prevailing issue of low employee motivation. A contributing factor to this is the age demographic within the Social Service, with 50% of employees exceeding 50 years old. This demographic poses potential challenges in the coming decade if the Social Service fails to receive additional staff formations or implement rotational strategies.



**Figure 2. DKI Jakarta Provincial Social Service Employees by Age**

*Source: DKI Jakarta Provincial Social Service, 2023*

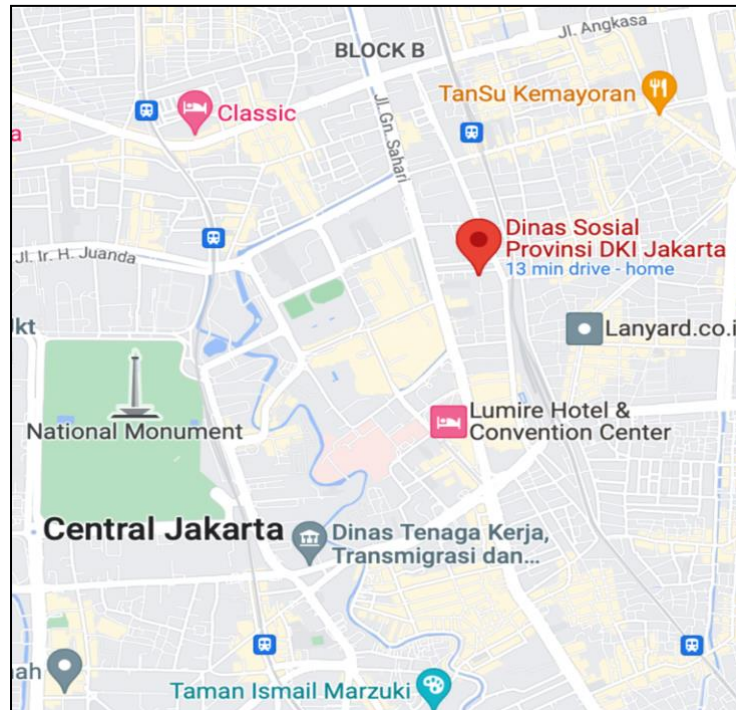
The lack of awareness regarding the objective completion of Employee Performance Targets (SKP) is evident. Some employees intentionally manipulate SKP values by inflating or deflating

them, likely as a strategic move to facilitate a transfer to another section, especially when the SKP value decreases. This practice, driven by a desire to avoid rotation after surpassing the specified tenure, is detrimental to the overall performance of civil servants and can lead to a decline in the Operational Performance Unit's (OPD) effectiveness.

To address this issue, the Social Service has taken measures to counteract the manipulation of SKP values. They have implemented a process of reviewing and classifying employees' work results objectively. This includes evaluating whether an employee meets the qualifications for recognition and recommendation for rotation to a higher position. Conversely, employees whose performance has not improved may face warnings or punishments and could be transferred to a position where their capabilities are better suited. These measures not only serve as a performance evaluation but also contribute to maintaining accountability and improving the overall efficiency of the workforce within the organization.

## **5. Economic, Social, and Political Condition**

Implementing policies also necessitates careful consideration of external conducive conditions. Economic factors are inherently intertwined with financial discussions, as individuals work to secure compensation for their efforts. An individual's economic well-being significantly impacts their professional life, with choices often influenced by economic considerations. From the author's perspective, economic factors play a pivotal role in employee rotation decisions. Many employees exhibit reluctance to rotate due to concerns about potential transfers to locations with challenging access to public transportation. The strategic location of the DKI Jakarta Provincial Social Service in the Gunung Sahari area, Central Jakarta, mitigates such concerns. Situated 450 meters from Kemayoran Station and 200 meters from the Gunung Sahari Busway Stop, with spacious and well-equipped parking facilities (depicted by the red arrow in figure 1.4), the Social Service's location is conducive to easy access to public transportation. Being closer to the train station allows employees to incur only a nominal fee, approximately IDR 8,000 for a one-way trip and IDR 16,000 for a round trip in a single day.



**Figure 3. Map showing the location in City Center**

*Source: maps.google.com, 2023*

The social environment, particularly the work environment, stands out as a significant factor influencing employees' reluctance to rotate. As inherently social beings, humans easily form emotional connections with their surroundings. This emotional bond complicates the prospect of changing positions and adapting to new social conditions. Employees often perceive the work environment within the social service as comfortable because of the established understanding of each other's characteristics and habits.

In the realm of the political environment, leadership assessments play a crucial role. The implementation of Talent Mobility is formally outlined in the Decree of the Governor of DKI Jakarta No. 826 of 2022, aiming to ensure the objective evaluation of employee performance. Consequently, in the context of the dimensions proposed by Van Horn and Meter regarding political influence, it is evident that the political environment is a determining factor in Talent Mobility implementation within the Social Services. Informants emphasize that while the Social Service submits recommendations aligned with regulatory qualifications, the ultimate decision-making authority lies with organizational leaders who dictate the functioning of the Regional Officials Organization (OPD).

To address economic, social, and political considerations, the Social Service conducts thorough observations of employees slated for rotation, taking into account not only their

qualifications but also their diverse backgrounds. Employee backgrounds, encompassing economic, social, and political dimensions, vary widely. Organizations must consider these diverse conditions before relocating employees to new positions to preemptively mitigate potential declines in motivation that may arise if the new roles do not align with their individual circumstances.

## **6. The Disposition of Implementors.**

Perceptions of organizational programs manifest in both tangible forms and attitudes. The implementation of a policy begins with the attitudes of individuals involved, from the employees who will undergo rotation to the personnel department tasked with executing the policy. According to interview observations, the personnel manager at the Social Service has accepted the policy. However, the actual implementation does not fully align with the concept of talent mobility due to employee resistance, particularly from those nearing retirement. Consequently, the Social Service has reported these challenges to the Regional Civil Service Agency of DKI Jakarta Province.

## **Conclusion**

The implementation of the civil servant career development policy through Talent Mobility by analyzing the factors that link the policy to its performance in the DKI Jakarta Provincial Social Service has been properly implemented. However, problems still occurred in terms of (1) policy standards and objectives (2) policy resources, (3) interorganizational communication and enforcement activities; (4) The characteristics of the implementation agencies; (5) economic, social and political conditions; and (6) The disposition of implementors.

In the standard and objectives policy dimension, some employees continue to hold their positions for more than 5 years, surpassing the designated maximum tenure. Within the policy resources realm, a shortage of experts in managing Social Service programs persists, exacerbated by the absence of a dedicated budget for talent mobility initiatives. In terms of interorganizational communication and enforcement activities, there is a lack of formal socialization regarding talent mobility. The agencies' implementation characteristics contribute to low employee motivation in executing talent mobility practices. Economic, social, and political conditions continue to significantly influence employee rotation. In terms of implementors' disposition, certain employees, particularly those nearing retirement, still resist rotational assignments.

Based on the conclusions outlined above, several recommendations were proposed as follows.

- a. Emphasizing the importance of commitment from all stakeholders in the successful implementation of the talent mobility policy.
- b. Prioritizing a thorough analysis of employee needs before the recruitment process to ensure a better fit for organizational requirements.
- c. Conducting formal outreach programs dedicated to discussing talent mobility, fostering a deeper understanding and engagement among employees.
- d. Implementing a structured training program tailored to individual employees' specific fields of work, allocating a budget to support their professional development.
- e. Establishing a comprehensive employee welfare improvement program to enhance overall well-being.
- f. Acknowledging the crucial role, particularly that of leaders, in reshaping employee mindsets to align with the objectives of Talent Mobility, thereby facilitating the development of careers within the DKI Jakarta Provincial Social Service.

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## **B. Legislation**

Peraturan Menteri Pendayagunaan Aparatur Negara dan Reformasi Birokrasi (PANRB) Nomor 3 tahun 2020 tentang Manajemen Talenta ASN

Keputusan Gubernur DKI Jakarta Nomor 826 Tahun 2022 tentang Pola Karier PNS.