Article

Enhancing civil servant career development: A talent management approach in Indonesia

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Abstract: This paper aims to explore how developing countries like Indonesia have an approach to managing talent to enhance career development using an application system. The application of talent management in the career development of civil servants in Indonesia includes planning, implementing, monitoring, and evaluating career development. Talent management is essential for the government sector and can help improve employee quality, organizational performance, and the achievement of human potential. This research aims to examine the application of talent management in organizations and develop a state civil apparatus information system (SI-ASN) to support the career development process of civil servants. The research methods used include library research and field research, including interviews with competent officials in West Java Province as primary data. The qualitative data was collected in 2022–2023. The results of this study show that the application of talent management for civil servants in Indonesia is considered appropriate, as it directs employees to positions that are in line with their qualifications, competencies and performance. However, it requires an improvement in the methods used, particularly for competency tests, which may be conducted with new methods that are more efficient in terms of budget and time. The study concluded that the application of talent management in the career development of civil servants in Indonesia has a positive impact on the quality of leaders and organizations because it ensures that the appointed leaders are the most competent ones in the field and shows the importance of talent management in succession planning and the career development of civil servants.

Keywords: succession planning; career development of civil servants; talent management; state civil apparatus information system

1. Introduction

Bureaucrats are an important part of running the government (Pribadi and Kim, 2022; Suryanto and Darto, 2020; Suryanto and Nugroho, 2020). Career development and employee talent are integral parts that ensure quality (Althaus and O'Faircheallaigh, 2022; Ciobanu and Androniceanu, 2015a; Hayat, 2014). Good Human Resource (HR) development management is needed to support organizational performance (Christensen and Mandelkern, 2021). Civil servant is very important for public organizations (Haryono et al., 2024; Khanal et al., 2022; Pham, 2018; Pratama et al., 2015). Especially in developing countries, like Indonesia, the Apparatus Human Resources (AHR) management is a crucial problem. AHR management system in Indonesia was updated with Law No. 20/2023 on State Civil Apparatus (UU-ASN), which became the milestone in the transformation of Indonesian bureaucracy.

One of the changes is the implementation of merit system, which requires each agency to create a succession plan group. The State Civil Apparatus Law mandates the improvement of the quality of apparatus resources through various state civil apparatus competency development, education, training, infrastructure, career paths, proportion of rewards to positions, justice, equality, and other media that support the implementation of apparatus policies within the framework of quality performance (Hayat, 2014; Suryanto, Firdaus, et al., 2023; Suryanto, Prasetyo, et al., 2023).

The State Civil Apparatus also regulates personnel management with the principle of "merit" which is placing "the right person" on the "right job" objectively, and viewing human resources as the most important element of an organization (Cavalcante and Lotta, 2022; Ciobanu and Androniceanu, 2015; Pratama et al., 2015; Roy, 2013). The use of a merit system is intended to promote a professional government system (Makarno et al., 2017).

In activities including career development of its employees, organizations should implement group, total, and individual intervention plans to develop their talents (Velastegui et al., 2023). Organizations must also have the ability to interpret environmental components so that they can discover, monitor, and analyze changes that can provide opportunities or threats to the organization (Yohanitas et al., 2023). Personnel activities known as career development help employees plan their future careers by optimizing their own and company's development (DuBrin, 2013). Career development used by agencies/institutions is inseparable from career planning (Sobandi, 2019). Before developing his career, every employee in the organization must have a mature career planning first (Hayat, 2014).

Career development increases employee performance satisfaction, which results in better work behavior (Shipton et al., 2006). Career development is self-development activities to work on personal career plans (Marwansyah., 2012) and personal improvement to achieve a career plan (Danang, 2012). Organizations that are not prepared to deal with the sudden and frequent changes required by the international world will not be able to compete (Velastegui et al., 2023). Basically, career development is the management of how employees' careers grow and develop and are tailored to the needs of the organization in terms of placing employees in positions that are in line with their qualifications, competencies, and performance. Career development also contributes to increasing employee motivation and retention rates as part of fulfilling employee needs. Therefore, career development is intended to help employees become more innovative by providing feedback (Shipton et al., 2006).

Talent management is essential for the government sector and can help improve employee quality, organizational performance, and the achievement of human potential. Therefore, an appropriate strategy is required for the implementation of talent management policy in Indonesia, including structural approach and cultural approach (Sobandi, 2019). Performance assessment of civil servants is also urgent in talent management, which is oriented towards the past and the future (Dwi, 2020). In this case, talent management can contribute in promoting employee performance, increasing productivity, and civil servants' contribution to the organization (Makarno et al., 2017).

In the context of career development of civil servants in Indonesia, the implementation of talent management includes planning, implementation, monitoring,

and evaluation of career development. The implementation of talent management policy in the bureaucracy in Indonesia has been explicitly stipulated in Government Regulation Number 11 of 2017 concerning civil servant management (Sobandi, 2019). However, the implementation is still partial and has not run in line with existing procedures, indicators, and requirements (Fathony et al., 2023).

The benefits of career development, especially for civil servants, are, first, improving the quality of civil servants and also improving their performance because they are aware of their abilities, strengths, and weaknesses; second, making civil servants aware of the needs, values, and goals desired in their organization; third, through a clear career pattern, civil servants have the opportunity to shape their career according to their abilities; fourth, the career will increase self-esteem, pride, income, and contribution to the organization; fifth, fostering productivity and satisfaction of civil servants; sixth, directing the civil servants to the desired career in the future.

At the agency level, the authorized official (PyB) prepares career development planning by establishing a succession plan group each year and announced through SI-ASN. SI-ASN is the application of the part of the talent management system. The implementation of talent management in the career development of civil servants in Indonesia includes planning, implementation, monitoring, and evaluation of career development (Sobandi, 2019). Career development planning submitted to SI-ASN by each agency is then compiled by National Personnel Board (BKN) by mapping the administrators' positions, functional positions and high leadership positions to be filled along with the candidates and announced again in SI-ASN as career development planning for civil servants at the national level based on article 180 of the Government Regulation on Civil Servant Management. After career development planning is carried out at the national level, monitoring and evaluation are carried out.

The preparation of career development planning at the national level not only accommodates information on career development planning from each agency but also manages it by grouping vacant positions into clusters of positions and combining them with candidates based on the suitability between the qualifications of the position and the competence of the candidate. In this case, BKN provides recommendations to each agency regarding which employees are most appropriate to fill vacant positions. Based on these recommendations, the PyB in each agency proposes to the Civil Service Development Officer (PPK) to determine employee candidates who will fill the vacant positions (see **Figure 1**).

In planning at the agency level, a method is needed to get the best candidates to fill the vacant positions. One system that can be used in civil servant management in a planned and systematic manner is talent management.

This research aims to examine the application of talent management in organizations and develop a state civil apparatus information system (SI-ASN) to support the career development process of civil servants. This is because currently, many government agencies do not have systematic procedures that are able to match the qualifications and competencies of positions with employee qualifications and competencies. The topic of human resource management in governmental context is always interesting to explore since the promise that there is a high-involvement management (HIM) best practice that may ensure superior organizational performance has energized the study of human resource management (HRM) (Wood, 1999). The

importance of formal workforce planning, performance evaluation, and strategic planning in human resource management to the achievement of public organizations' missions and goals cannot be overstated, which is why studying human resource management is crucial (French and Goodman, 2011).
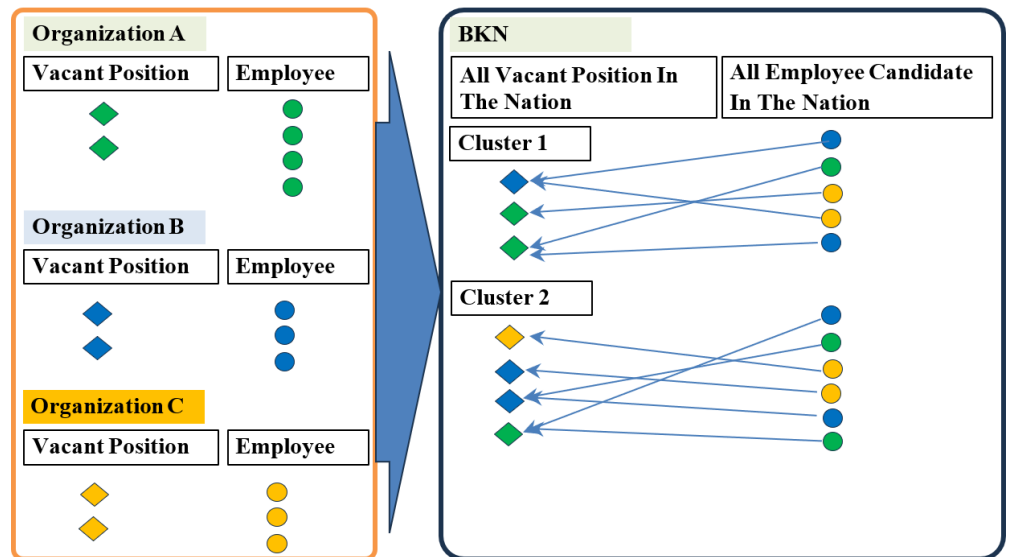

Figure 1. Career development planning for civil servants at the national level.
Source: processed based on the results of the team's research.

2. Literature review

According to Collings and Mellahi (2009) define talent management as activities and processes that involve systemic identification of positions. Key positions that contribute differently in the organization, whether filled by competent incumbents or new talent pools with high potential who still have a high commitment to the organization. Therefore talent management requires sound human resource policies targeted designed to increase the talent pool. In exclusive view of talent, talent pools are often identified through measurements and HR management interventions specifically targeted at them. For example, learning opportunities, retention bonuses, and so on (Velastegui et al., 2023).

Beechler and Woodward (2009) in his article, he states that the word "talent" has two main meanings, first as a collection and combination of abilities, competencies, expertise, skills, commitment which manifests in high employee performance and contributes to organizational performance. Second, talent is defined as the same as achieving goals as an employee or group of employees who are considered to have the ability, competence, expertise, commitment, which will encourage high organizational performance. These two meanings mark the emphasis of the word talent on "the ability that stands out in a group of people, who are then used as potential leaders of the organization". Based on that condition, the development of talent management is the process of searching, selecting, developing, placing and retain employees who have competency or talent capacity which is expected to achieve the organization's stated goals determined as part of the organization's strategy to increase value organizational performance (Beechler and Woodward, 2009; Collings and Mellahi, 2009).

Traditionally seen as 'the process through which organizations anticipate and

meet the needs for talent in strategic jobs' (Cappelli and Keller, 2014, p. 307), the concept of talent management remains a relatively young area of research that continues to cause debate among authors regarding its subject (people or characteristics), sources (innate or acquired ability), and objectives (all employees or an exclusive group) (Cross Walker, 2020).

Recently research about talent management such as (Siswanto et al., 2021) focus on draw lessons on how talent identification becomes a critical factor in the field of talent management. The results indicate that the process of identifying talent using a nine-grid box is sensitive to changes in the classification criteria used, indicating a bias in identifying talent. In sum, using a standard deviation approach using transformation data is the most appropriate choice for use in performance data with a skewed distribution. Research about talent management especially in public sector area are still young and under studied (Cross Walker, 2020). This paper aim to explore how developing countries like Indonesia have an approach to manage talent for enhancing career development using a application system (Cross Walker, 2020; Montero Guerra et al., 2023).

3. Materials and methods

The research method was conducted qualitatively, including library research and field research. Through the research, the role of talent management as part of succession planning in civil servant career development is described. Qualitative research uses a descriptive approach to tell the research data (Idrus, 2009). Researchers collect, describe, or create information about existing conditions in the field (Moleong, 2018). This research is also a case study because it focuses in a particular locust in West Java. Case studies provide a clear vision and boundaries for a case and explore a system in a particular context (Iglesias-Pradas et al., 2021). This research describes the field situation based on the applicable policies related to the career development of state civil apparatus in Indonesia. This explanation is analyzed based on policies from the law on the state civil apparatus in Indonesia to its implementation by the National Personnel Board (BKN). In addition, it explains the application of human resource management (talent management) which must adapt the career development of the State Civil Apparatus in Indonesia.

Literature research is conducted to analyze laws and regulations by tracing laws and regulations and other documents related to the problem under study. Based on the analysis of regulations related to employee careers, we project what talent management will look like. where we estimate the transfer of positions between agencies. The movement of positions between agencies will be possible based on the analysis carried out, such as Position Analysis, Workload Analysis, Employee Needs Analysis, Position Evaluation, and Classification of Types/Clumps of Positions. This will be used as material for the preparation of position groupings based on the needs of Government Agencies.

Field research is conducted by interviewing officials in charge, library research as secondary data, and field research through benchmarking to West Java provincial government agencies that have implemented talent management and interviews with officials in charge of human resource management or referred to as primary data. Fair

and profitable career development will show an increase in a person's status or position in the organization, such as an increase in position, rank, education, and competence, starting from the first appointment to a certain position until quitting or retiring. This research was conducted through interviews with officials in West Java province. The researcher spoke with the head of the career development sub of the Regional Staffing Agency of West Java province. This research was conducted at 2023, and the talent management of West Java Province started from 2019.

4. Results and discussion

Succession planning is a systematic effort made by the organization to ensure the continuity of leadership of key positions in the organization (Rothwell, 2010). One way to obtain leadership candidates in succession planning is through the management of potential employees or talent management. Talent management is a method mandated in the Government Regulation on Civil Servant Management in preparing a succession plan or succession planning group so that the organization obtains candidates for filling strategic positions from its own employees by mapping employees and can place employees in the right positions according to qualifications, competencies, and performance. The acquisition of candidates who will fill strategic positions in an agency that comes from within is expected to tend to be It is also cost and time efficient to better understand the conditions and environment as well as the real needs of the organization in question.

The way to develop a succession plan group in the form of talent management is a way to attract, identify, develop, promote, and retain civil servants with high potential as valuable assets for the organization. The role of talent management is a strategy to face the challenges of civil servant professionalism and open recruitment.

Talent management can be defined as a process to ensure the organization's ability to fill key positions of future leaders and positions that support the organization's core competencies. It can also be interpreted as strategic management to manage the flow of talent in an organization with the aim of ensuring the availability of talent supply to align the right people with the right jobs at the right time based on the strategic goals, mission, and vision of the organization. Talent management is a process carried out to ensure that key positions in the organization can be filled internally with competent employees through the establishment of a central group of talent development consisting of a group of highly skilled and qualified employees (talent pool) (Pella and Innayati, 2011).

The stages involved in performing talent management are as follows: First, establishing talent criteria. In this stage the key positions in the organization are being classified into the most important positions, the positions that have the highest risk, or the positions related to the main activities of the organization as the target positions of the talent development program. In this step, we set the competency criteria for targeted competency for development.

Second, doing talent pool selection. In this stage, we can select candidates from various positions, job titles, and employee levels in the organization to become participants in the talent management program through talent assessment and selection activities. This process consists of two tasks: identifying talent and attracting talent

into the talent development center group. Talent development center group candidates can come from inside or outside the organization.Third, creating an acceleration development program. In this stage we can carry out various programs to design, plan, and implement accelerated development programs given to each member of the talent management program.

Fourth, key position assignment. In this stage we can assign and place each member of the talent management program who passed the eligibility evaluation to occupy the leadership positions previously identified.

And fifth, evaluate the progress of the program (program monitoring). In this stage we can carry out various activities to monitor, examine, and evaluate the progress of each talent management activity. The organization evaluates the development results and progress made by talent management program participants in each assignment given to them as a basis for making succession and promotion decisions within the organization.

Based on the concept or theory of talent management above, the flow of talent management preparation can be described in three stages: identification, development, and retention (Pella and Innayati, 2011).

Three stages must be carried out, namely first, talent identification; mapping employees based on the results of competency assessment, performance, and employee interests. The result of the mapping is a list of employees who have potential and high competence and performance, along with their interests. This list is called the talent pool. The employees who are included in in this talent pool will be prepared to occupy strategic positions in the organization.
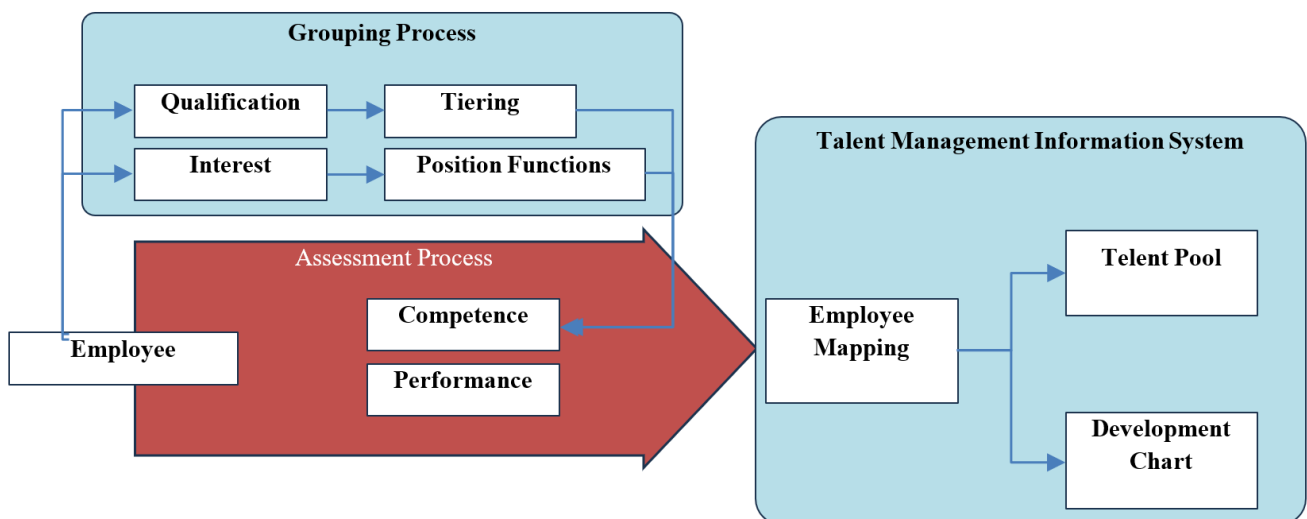

Figure 2. Talent identification process.
Source: processed based on the results of the team's research.

Prior to the process of assessing employees with regard to their competence and performance, a process of grouping employees is carried out based on their qualifications and interests. To categorize employees based on their level or level, it is based on rank/grade; education level, and maximum age for development (see **Figure 2**). Class IV/d and above for the Main High Leadership Position (JPT) target, Class IV/c and above for the Middle JPT target, Class IV/b and above for the Primary JPT

target, Class III/d and above for the Administrator target, Class III/b and above for the Supervisor target, and Class III/b and below for the Executive target. To categorize employees in relation to their job functions based on their interests. To determine employees' interest in job function, it is based on Holland Theory (RIASEC) and adjusted with Job Family.

The next step is to assess employees on their competencies and performance. Competency assessment is carried out through the assessment center method (with certain techniques) to produce the required competency aspects. It is necessary to determine the standard of competency results based on the target level of the projected position and the competency score category that will be included in the quadrant. Practical implication of the findings are succession planning method that could be applied in government institutions. This succession planning is applicable and easy to manage with the help e-assessment so this method basically is possible for replication.

5. Discussion

Research in talent management is considered lacking and under-researched (Kravariti and Johnston, 2019). This means more researchs are required to improve literatures in the study. Recent research on talent management discusses about talent development, critical talent management, integrative framework, etc. More research on how talent management successfully implemented are required to highlight the usefulness of talent management and to give a model of talent management that can be replicated by government institution. In conducting competency assessments using assessment centers it is currently considered to be costly and ineffective. Since 2015, West Java Province has conducted competency assessments that no longer using assessment centers but using e-assessment where the implementation of the assessment from beginning to end has used a digital system. After the e-assessment is carried out, it is impactfully considered to have reduced the budget for assessment without reducing the quality of the assessment results. Meanwhile, the assessment of employee performance is carried out based on the assessment of employee performance targets (SKP) or with other necessary assessment techniques. There needs to be a category of level of performance assessment results and the civil servant is free from disciplinary punishment in the last 2 years.

Performance appraisals must be carried out objectively, using methods that are oriented towards results and impact, not just processes, as well as being measurable and providing real feedback. Currently, the performance assessment of civil servants is carried out through the calculation of employee performance targets (SKP), which still tends to be low in objectivity because it is strongly influenced by closeness or pity, lacks clear measurements, and does not describe real work results. Therefore, it is necessary to apply other assessment methods and performance measures. More objective and measurable, such as the 360° performance appraisal method and changing the formula for calculating work achievements that are more clearly measured such as by emphasizing the results of work, not just the implementation of activities.

Likewise, competency testing, which has been carried out so far, although it can be accounted for its accuracy, is time-consuming and costly considering the large

number of employees who must be tested.

To be able to produce accurate mapping results but also fast and inexpensive, it is necessary to review the methods used so far. One of the agencies that has used other methods in performance assessment is West Java Province, which has used e-assessment and 360° perception. By using other methods in employee mapping, more accurate and efficient results are obtained. The results of competency assessment and employee performance assessment are employee maps, which in turn each employee can be grouped into talent quadrants (talent pools), which consist of 9 quadrants (see **Figure 3**).
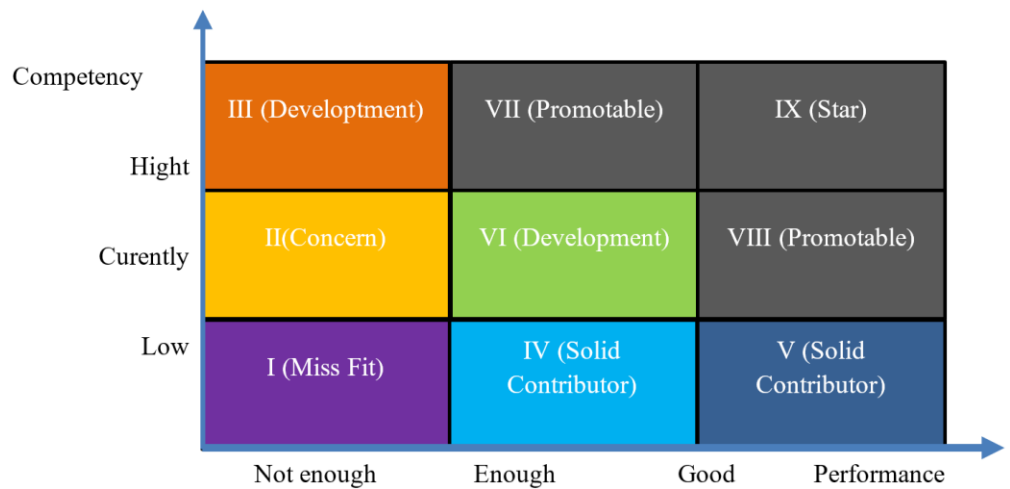

Figure 3. Talent pool results.

Source: processed based on the results of the team's research.

On the other hand, the results of competency assessment and performance appraisal can also illustrate the potential of an employee for a position. This means that the results of the assessment can describe who is a candidate for a particular position (replacement chart) based on the position family. **Table 1** explain result recommendations.

Civil servants in quadrants 9, 8, 7, 6 are "ready" civil servants. Civil servants in quadrants 5, 4 are civil servants who are "ready with development". Civil servants under quadrants 3, 2, 1 are "not ready" civil servants and need to be transferred to other positions within the same level.

Second, talent development: preparing each selected potential employee through training programs and specific placements or assignments in order to increase the knowledge and experience needed to fill key positions in the organization according to their competency development needs and interests. A training needs analysis or Human Capital Development Plan document is required to determine the programs needed to cover the gaps of these employees. These programs can be in the form of short programs such as training workshops, or seminars, and regular programs such as master and doctoral degree education. For this reason, it is necessary to budget the costs of carrying out this in accordance with the mandate in the government regulation of Civil Service Management that every year civil servants are required to get 20 h of self-development.

Table 1. Talent pool result recommendations.

Recommendation	Category	Development Suggestions
Not Ready for Assignment	(1) Misfit (Navigate to other positions in the same category)	It is necessary to establish performance management for employees in this place.
	(2) Concern (Optimization in the current position)	Need guidance and performance management
	(3) Development (Optimization in current position)	It is necessary to provide additional knowledge and experience to carry out their duties.
Ready for assignment with development notes	(4) Solid Contributor (Optimization in current position)	Can be developed in his Section of the work unit, as his performance meets the set standards; however, the potential for development is currently limited.
	(5) Solid Contributor (Development in other positions)	Need to transfer between sections and in the future review his potential for higher position opportunities.
Ready for Assignment	(6) Promotion Development (Optimization in the Long Term)	Employees in these boxes have overall competencies that almost meet the desired standard of competency requirements. They are also rated as performing moderately and well by their superiors.
	(7) Promotable (Ready to be Promoted with Development)	
	(8) Promotable (Ready to be Promoted with development)	Employees in this box can be prepared to occupy positions in accordance with the assessment objectives. The level of readiness can be seen from the order of the boxes: 9, then 8, 7, and 6 respectively.
	(9) Star (Ready to be Promoted)	

And, third, talent maintenance; maintaining the commitment of potential employees who have been developed so that they want to stay and work in the organization, among others, through explaining their career development or by explaining the organization's intentions towards them such as being prepared as one of the candidates in the succession plan to fill strategic positions. Providing a development program is also useful as an effort to retain potential employees.

Talent management allows agencies to identify employees who have superior potential, map their competencies and interests, and provide appropriate development so that they later meet the required qualifications and can become candidates for filling appropriate strategic positions. In short, it can be said that talent management helps agencies to make succession planning for strategic positions in their organization. In order to acquire talent management to provide accurate results, it requires good competency testing and performance assessment.

The output of talent management produces a group of succession plans as part of civil servant career development to be included in SI-ASN. In the ASN Law, the ASN Information System is a series of information and data about ASN employees that are systematically, thoroughly, and integrated with technology-based. It also states that BKN is responsible for the management and development of competency-based SI-ASN, supported by a comprehensive archival information system. SI ASN is organized nationally and integrated between government agencies, and its existence serves to ensure efficiency, effectiveness, and accuracy of decision-making in ASN management. To ensure the integration and accuracy of data in the ASN Information System, each government agency is required to update data periodically and submit it to BKN. The data in question includes data on the succession plans of each agency discussed above, especially data on strategic positions that are vacant and will be vacant in their agencies as well as data on employees who meet the qualifications and are nominated to fill these positions (see the process in **Figure 4**).
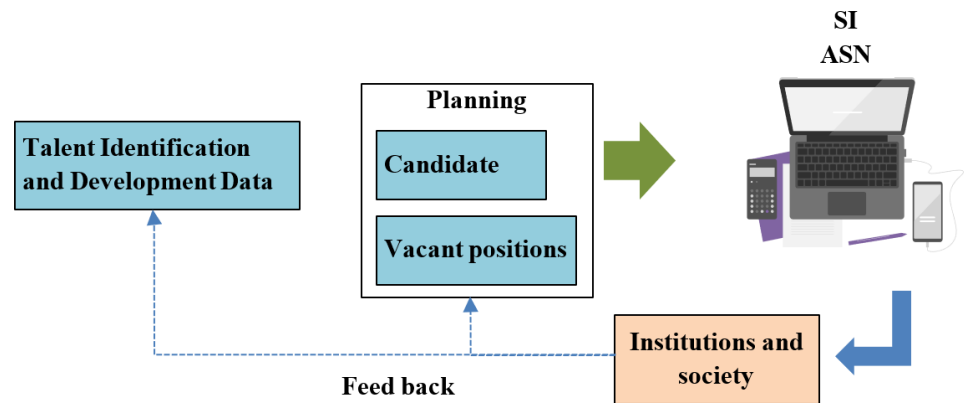
Figure 4. Succesion planning data entry process into SI-ASN.
Source: processed based on the results of the team's research.

The inclusion of agency succession planning data into SI ASN has some objectives, including: The succession plan of a particular position and data on employees and their competencies are published openly, which shows the tendency to select potential employees, also carried out transparently; This transparency can generate feedback on succession planning that has been carried out, especially from those who know the actual conditions (employees of the agency that makes the succession plan); Data is obtained on employees with certain qualifications and competencies (employee competency map) nationally; Obtained data on vacant positions and upcoming vacant position, so that the filling is also carried out transparently; Career development at the national level (especially for employees who are considered talented) helps to ensure accurate placement of employees; Facilitating the structuring of employees, namely through the mutation and/or promotion of employees to regions or agencies that lack employees with certain competencies; Identifying and control the updating of talent data.

6. Conclusion

Based on the description above, it can be concluded that the application of talent management as part of succession planning in civil servant career development is considered appropriate, this is because there is a placement of employees in the right position according to qualifications, competencies, and performance so that in the future qualified leaders will be obtained. However, there needs to be renewal in the method used, namely, to test competence, a new method is needed that is efficient both in terms of budget and time, namely e-assessment which has been used by West Java Province.

As for assessing performance results, it is necessary to improve through the existence of a performance appraisal using 360° perceptions. This is because the current performance assessment is no different from DP3 (older version of current Indonesia's Employee Performance Target (SKP)). Therefore, there needs to be further research on e-assessment that has been used in West Java Province, whether it can be implemented nationally. In addition, performance appraisals also need to be re-evaluated whether to add the perception of 360° to make it more objective.

This is because the preparation and submission of the succession plan group is carried out annually, and there must also be an update of the succession plan group.

So that if there is no breakthrough regarding the assessment method and also performance appraisal, the budget spent on mapping or talent management is very large. The results of talent management in the form of a succession plan group are career development planning at the agency level entered into SI-ASN which will be compiled into career development planning at the national level. This will make career development planning get to be more efficient and effective.

Other research topic that can be further explored is about the use of digital technology to improve civil service management in terms of assessment and recruitment since very few government institutions has put attention on improving their employees' management especially utilizing technology for the management. More research exploring contemporary performance assessment of civil servants are also required since based on study, better measurement is needed in public administration performance (Van Dooren et al., 2012). This research could have implication on future research agenda such as how the talent management technology could be adopted in all regions in Indonesia and how the use of technology could contribute to the betterment of the human resource management in Indonesia for civil service.

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