**Research Paper**

# Challenges and Opportunities in Career Development Planning for Functional Officers in Sikka Regency:

## Study Based on the Strategic Planning for Human Resources Framework

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**Abstract**

This study explores the challenges and opportunities in career development planning for functional officials, particularly Human Resource Analysts, at BKPSDM Sikka Regency through the perspective of Strategic Human Resource Planning. The findings show that career planning remains administrative and fragmented, with weak alignment between institutional missions and career strategies. Workforce forecasting, competency mapping, and program implementation are often reactive, driven more by central directives than local needs. Data governance limitations, imbalanced resource allocation, and outdated evaluation practices further hinder strategic HR development. However, supporting factors such as legal frameworks, leadership commitment, and officials' intrinsic motivation create opportunities for reform. From a sustainable development perspective, the lack of integrated planning and evaluation mechanisms constrains contributions to SDG 8 (decent work) and SDG 16 (accountable institutions). The study highlights the need for evidence-based, participatory, and contextual HR strategies to position Human Resource Analysts as drivers of governance reform and sustainable development.

**Keywords**: Career Development Planning; Human Resources Analyst; Strategic Planning for Human Resources

## 1.    Introduction

Human resource (HR) planning in the public sector has been widely acknowledged as a strategic mechanism rather than merely an administrative process. Aziedjo, (2024) demonstrated that career development initiatives directly influence employee engagement and retention, emphasizing the importance of competency-based systems and structured promotion pathways. Similarly Chagelishvili et al., (2023) highlighted that career planning contributes significantly to human resource development by strengthening employee motivation and long-term institutional capacity. These findings suggest that career development planning plays a central role in preparing civil servants (Aparatur Sipil Negara or ASN) to advance in their careers while simultaneously supporting organizational accountability and performance. Within this broader framework, career planning is expected to move beyond routine placement processes and instead be grounded in continuous learning, mentoring, and transparent career trajectories.

The significance of career development for civil servants has been widely recognized in both national and international contexts. Internationally, Valickas et al., (2015) emphasized that continuous career development and learning opportunities in the civil service are essential to sustaining professionalism and ensuring organizational adaptability in the face of dynamic governance challenges. Nationally, however, evidence suggests that Indonesia's public sector has yet to fully realize these ideals.

Empirical studies in Indonesia consistently reveal systemic weaknesses in career planning for civil servant. Khaeruman et al., (2023) till largely administrative in nature, focusing on procedural aspects rather than competency enhancement. This administrative orientation fails to provide civil servant with the skills necessary to respond to the complex challenges of public governance. Zulkarnaini et al., (2020) highlighted another dimension, namely the gap between functional job descriptions and actual employee competencies, which undermines organizational effectiveness. This indicates that even when positions are formally allocated, employees often lack the technical capabilities required to fulfill their duties effectively.

The challenges were exacerbated by the bureaucratic simplification policy, which transformed many structural positions into functional ones. Nuh et al., (2022) revealed that this transition frequently occurred without adequate preparation, resulting in a mismatch between workload and technical capacity. Employees who were reassigned into functional roles often lacked the professional development support to perform effectively, thereby creating institutional inefficiencies. Complementing this finding, Djamil & Sunarya, (2024) argued that regional governments require more adaptive and responsive HR strategies to ensure that civil servant career trajectories align with shifting development priorities. Without such adaptive approaches, civil servants remain trapped in rigid systems that fail to prepare them for evolving governance demands.

Other studies have underscored the consequences of unclear career pathways for civil servant. Tumanggor & Putri, (2024)  demonstrated that the reallocation of structural to functional positions often produced uncertainty in career progression, with employees unable to see a transparent path for promotion. Similarly, Soeharto et al., (2023) showed that the absence of structured career patterns directly limits employee performance and reduces institutional effectiveness. Mersa & U., (2021) further found that the uneven distribution of functional positions across local government agencies undermines motivation, since employees face imbalanced workloads and unclear advancement opportunities. Together, these studies illustrate that weaknesses in career development planning are not isolated but rather systemic across various regions and institutions in Indonesia.

While these studies provide valuable insights into the general challenges of civil servant career development, there is still a lack of research that specifically addresses the career development planning of Human Resource Analysts within local government institutions. This omission is significant because Human Resource Analysts are strategically positioned: they are not only responsible for formulating HR policies but also serve as technical implementers of reforms intended to strengthen civil service capacity. Yet, paradoxically, their own career pathways remain poorly defined, inadequately supported, and inconsistently implemented. The absence of research on this group leaves a critical gap in the literature, as it obscures how career development planning (or the lack thereof) impacts the very actors tasked with professionalizing human resources in government.

The case of Sikka Regency provides a concrete example of this problem. Data from the BKPSDM (2025) reveal a significant imbalance between the number of Human Resource Analysts available and the organizational requirements. At the senior expert level (Ahli Madya), for instance, no employees currently occupy this rank despite a calculated need for six positions (Table 1). This creates a structural bottleneck: while junior-level analysts exist, their opportunities for promotion are severely limited. The result is not only an imbalance in workload distribution but also reduced employee motivation, as career advancement appears unattainable.

**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, 2025

Further evidence comes from the NSPK index (Norms, Standards, Procedures, and Criteria). Data from 2022 and 2023 show persistently low scores in the indicators related to career patterning and career development support (Table 2). These weaknesses indicate that career planning processes are either absent or ineffective, particularly in aligning employee competencies with institutional requirements.

**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, 2025

The Civil Servant Professionalism Index also highlights the depth of the problem. From 2019 to 2021, scores remained in the "very low" category, before rising slightly to "low" in 2022 and "moderate" in 2023 (Table 3). Although there is some evidence of improvement, the overall trend suggests that gains are fragile and unsustainable. Without systemic reforms in career development planning, these professionalism scores are unlikely to stabilize at higher levels, leaving the region vulnerable to recurring inefficiencies in public administration.

**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, 2025

Against this backdrop, the novelty of this study lies in its exclusive focus on the functional position of Human Resource Analysts at the local government level, a subject that has received very limited scholarly attention. By situating the analysis within the framework of strategic human resource planning (SPHR), this study not only documents the challenges faced by HR Analysts in Sikka Regency but also examines the institutional, technical, and systemic factors that shape their career development. Unlike prior studies that examine civil servant career development broadly (e.g., Khaeruman et al., (2023); Nuh et al., (2022); Tumanggor & Putri, (2024)), this research narrows the scope to a single but strategically

vital functional group, thereby offering both theoretical and practical contributions to the literature on public HR management.

The aim of this study is to analyze the career development planning of Human Resource Analysts at the BKPSDM of Sikka Regency. Specifically, the objectives are: (1) to identify the supporting and inhibiting factors that shape career planning processes, and (2) to assess how strategic HR planning can enhance professionalism and contribute to sustainable bureaucratic reform at the local government level.

## 2.    Methods

To analyze the challenges and opportunities in career development planning for Human Resource Analysts in the local government of Sikka Regency, this study employed a qualitative descriptive approach. Qualitative research seeks to understand the meaning of experiences, behaviors, and interactions from the perspective of those involved, within their natural context (Hennink et al., 2017).

The use of a qualitative approach is based on the consideration that career development planning for civil servants in functional positions of Human Resource Analysts involves multiple aspects that require in-depth and comprehensive investigation. Qualitative research aims to understand phenomena experienced by research subjects, such as behaviors, perceptions, motivations, actions, and others, holistically and descriptively in words within a natural, specific context, utilizing multiple naturalistic methods (Moleong, (2016); Creswell, (2014)).

This method is neither a replication nor a duplication of previous research, but rather an adaptation of established qualitative traditions to the specific institutional context of Indonesian bureaucracy. Although prior studies on civil servant career development have used various methods, including qualitative approaches, this study emphasizes contextual exploration from both policy-level (macro) perspectives and the lived experiences of functional officials (micro), thereby enabling a more nuanced and comprehensive understanding of career planning processes in local government.

The qualitative approach offers unique advantages. First, it provides in-depth insights and nuances into how Human Resource Analysts perceive, experience, and navigate their career development within the bureaucratic structure, which cannot be fully captured through quantitative surveys. Second, it allows the use of multiple data sources, including interviews, official documents, and regulations, enabling holistic exploration of institutional dynamics. Third, the application of the Miles et al., (2014) interactive analysis model strengthens analytical rigor through systematic stages of data condensation, data display, and conclusion drawing, supported by triangulation and member checking to enhance credibility.

### Sampling Technique and Informants

The study employed purposive sampling to identify informants with substantial knowledge and direct involvement in career development planning. The inclusion criteria were as follows:

1.    Currently serving at BKPSDM Sikka Regency;

2.    Directly involved in HR planning and/or functional position management;

3.    Serving as a Human Resource Analyst with firsthand experience in promotion and career development processes.

Based on these criteria, eight informants were strategically selected, consisting of four structural officials (policy makers and planners) and four functional officials (Human Resource Analysts). The number of informants was determined based on the principle of data saturation (Guest et al., 2020), whereby data collection ceased when no new information emerged that could influence the findings.

During the in-depth interviews with eight informants, we observed that interviews 5 through 8 revealed consistent patterns regarding career challenges, such as limited promotion pathways, unclear regulations, and the role of structural officials in performance evaluation. Information from informants 7 and 8 reinforced previous findings without introducing substantively new dimensions. Thus, data saturation was considered reached by the eighth informant, as no additional variation emerged that could influence the analysis. The inclusion of a ninth or tenth informant was considered but ultimately not

pursued because the informants' profiles already covered the two main categories, structural and functional officials, and triangulation across sources demonstrated consistency in the findings. Adding more informants was not expected to yield new insights, but only to repeat narratives already identified

Targeted selection of participants ensured depth and relevance of data, as well as representation of key roles from strategic (structural) and operational (functional) perspectives.

**Table 4.** Profile of Informants

| No | Code | Position | Category |
|----|------|----------|----------|
| 1 | R1 | Head of BKPSDM | Structural |
| 2 | R2 | Head of Human Resource Development Division | Structural |
| 3 | R3 | Head of Personnel Commitment and Information Division | Structural |
| 4 | R4 | Head of Mutation and Retirement Division | Structural |
| 5 | R5 | Human Resource Analyst - Intermediate Expert | Functional |
| 6 | R6 | Human Resource Analyst - Intermediate Expert | Functional |
| 7 | R7 | Human Resource Analyst - Intermediate Expert | Functional |
| 8 | R8 | Human Resource Analyst - Junior Expert | Functional |

Structural officials were selected based on their authority and direct involvement in policy formulation, planning, and HR administration. Functional officials were chosen due to their direct experience in implementing career development processes, including participation in promotion mechanisms and competency development initiatives. This composition allows for triangulation of perspectives, combining macro-level insights on policy and planning with micro-level experiences of policy implementation.

To ensure consistency and reliability, all informants were interviewed using a semi-structured protocol, while their roles, experiences, and interactions with HR planning were documented and categorized. This approach ensures that the sample accurately represents key stakeholders in career development planning at BKPSDM Sikka Regency, providing a strong foundation for subsequent qualitative analysis.

**Data Collection Techniques**

Data were gathered using three complementary techniques: (1) In-depth interviews with all informants, guided by a semi-structured protocol exploring themes such as career planning mechanisms, promotion pathways, challenges, and supporting factors. (2) Direct observation of organizational activities, including meetings, administrative procedures, and documentation processes related to HR planning. (3) Document analysis, including institutional reports, NSPK Index evaluations, the Civil Servant Professionalism Index, regulatory frameworks, and budget allocation records. The combination of these techniques enabled triangulation of data sources, thereby strengthening the credibility of the findings (Denzin, 2017).

**Data Analysis Techniques**

Following the interactive model of Miles et al., (2014), data analysis was conducted through three key stages:

1. Data condensation: coding and categorizing raw data from interviews, observations, and documents into relevant themes (e.g., promotion pathways, competency gaps, institutional support).
2. Data display: organizing the themes into matrices and narrative descriptions to facilitate the recognition of patterns.
3. Conclusion drawing/verification: interpreting patterns in relation to the theoretical framework (SPHR) and continuously verifying them through cross-comparison of data sources.

This process ensured that the findings were systematically derived and theoretically grounded.

**Trustworthiness of the Study**

To ensure the trustworthiness of the study, several strategies were implemented: (1) Credibility was maintained through triangulation of data collection methods and member checking with selected informants. (2) Transferability was supported by providing rich descriptions of the institutional and regional context. (3) Dependability was enhanced by maintaining an audit trail of interview transcripts, observation notes, and coding processes. (4) Confirmability was achieved by documenting researcher reflections and minimizing subjective bias during analysis.

The strategy to enhance trustworthiness in this study follows the evaluative framework developed by Nowell et al., (2017), which emphasizes that thematic analysis must be conducted systematically and transparently to meet four key criteria: credibility, transferability, dependability, and confirmability. Method triangulation and member checking applied in this study support credibility, as they enable cross-source verification and allow informants to confirm the interpretations. The detailed presentation of institutional and regional contexts strengthens transferability, as suggested by Nowell et al., (2017) by allowing readers to assess the applicability of the findings to other contexts. An audit trail documented through interview transcripts, observation notes, and the coding process supports dependability by demonstrating procedural consistency in the analysis. Meanwhile, confirmability is achieved through researcher reflexivity and documentation of the analytic process aimed at minimizing subjective bias, in line with the principles of transparency and objectivity recommended in trustworthiness-based thematic analysis.

By adopting these measures, the study provides a rigorous and reliable methodological foundation for analyzing career development planning in BKPSDM Sikka Regency.

## 3. Results and Discussions

The findings show that career development planning for Human Resource Analysts at BKPSDM Sikka is still handled in an administrative way rather than strategically, which diverges from the SPHR framework of Rothwell & Kazanas, (2003). From the beginning, organizational objectives and HR goals are not fully aligned. For example, the Sikka Regent Regulation No. 2/2023 on the Regional Medium-Term Development Plan identifies "improving governance" as a mission, but no technical document connects this mission with career development strategies. As a result, strategic goals are not translated into concrete operational plans for functional officials.

Programs are also largely shaped by central government directives, with little adjustment to local needs. This reflects weak vertical integration, whereas Rothwell & Kazanas, (2003) emphasize that HR strategies should follow the vision and mission of the organization. The absence of action plans, HR performance indicators, and competency-based job maps further reduces the role of HR as a strategic partner. A similar condition was reported by Mersa & U., (2021), who found that weak competency-based planning in local bureaucracies leads to unbalanced workloads. Internal communication also remains weak. There are no participatory forums, so functional officials are excluded from planning. Mukmin, (2017) highlights that participation from the operational level is crucial to ensure career planning reflects real job needs. In Sikka, the lack of such mechanisms weakens the link between organizational strategy and individual career development, even though Human Resource Analysts themselves show strong commitment.

This situation illustrates the first inhibiting factor: the absence of institutional support systems for career planning, competency mapping, and post-training follow-up. Evidence from Badung Regency shows the importance of internal regulations that directly connect organizational policies with career development strategies, such as competency roadmaps and medium-term career plans (Soeharto et al., 2023). Compared to this, BKPSDM Sikka continues to treat career planning more as an administrative matter than a strategic one. The gap between strategic objectives and the absence of career development frameworks reduces the quality of public services. From the perspective of the Sustainable Development Goals (SDGs), this contradicts SDG 8, which calls for decent and productive work, and SDG 16, which emphasizes inclusive and accountable institutions. Without a competency-based framework, the potential of employees remains underutilized, leading to lower productivity and wasted resources.

The current condition of Human Resource Analysts further confirms that SPHR principles are not fully applied. Table 5 shows that their distribution is uneven, covering only two of the three divisions. Paroli, (2024) argues that such imbalances indicate weak institutional capacity to manage functions adaptively. This inefficiency contradicts the principle of optimal resource use that underpins SDG 8. Furthermore, the transition from structural to functional positions has not been supported by sufficient capacity-building. SPHR stresses that such transitions must be followed by competency development and clear career paths. Without this, civil servants risk being misplaced, which lowers motivation and performance. Amarullah et al., (2018) similarly link poor career planning with stagnation in professional development.

**Table 5.** 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

The uneven distribution of Human Resource Analysts, who are only assigned to two out of the three divisions in BKPSDM, indicates that the strategic function of HR management has not been proportionally positioned. Ideally, all three divisions should have at least one functional officer to ensure equal workload distribution and continuity of HR policies. This imbalance results in a concentration of tasks in certain divisions, while others potentially lack professional HR input. In terms of tenure, two staff members (MIDG and ATKT) have been in service for more than three years but have not experienced career advancement due to the limited support for career planning. Meanwhile, employees with shorter tenure, such as KAM, have relevant educational backgrounds (Public Administration) but have not received structured development opportunities. The varied educational backgrounds (Political Science, Information Systems, Law, and Public Administration) could actually serve as a multidisciplinary strength, but without a clear competency mapping, this potential is not fully optimized. This further reinforces the notion that career planning remains administrative in nature, with little strategic consideration of HR redistribution or competency relevance.

Another critical issue is weak data governance. The Centralized Staffing Information System (CSIS) depends on self-reported data that are rarely verified, leading to distorted workforce profiles. This undermines evidence-based policymaking and represents a governance deficit. Since accurate data are vital for accountability, this also contradicts SDG 16. Capacity-building programs are irregular and mostly come from the central government or individual initiatives. This indicates that BKPSDM Sikka lacks a sustainable framework for talent development. In contrast, SPHR emphasizes long-term HR investment and succession planning. Without a training roadmap, competency mapping, and succession strategies, individual development cannot align with organizational transformation. Khaeruman et al., (2023) also stress the importance of integrating organizational strategies with career systems to build adaptive bureaucracies.

Performance evaluation practices remain outdated. Assessments still rely on credit points rather than real contributions or innovations. SPHR highlights that modern merit systems should be outcomes-based and competency-driven. By focusing only on administrative indicators, the current system discourages employees from making strategic contributions. Akbar et al., (2021) similarly found that credit-point systems often fail to capture actual performance and impact.

Despite these shortcomings, some supporting factors exist. Human Resource Analysts remain committed to their strategic roles even without systemic support. Many take personal initiatives, such as joining online training or developing specific competencies. In addition, national regulations provide opportunities to strengthen functional positions through competency development and merit systems. If internalized, these could form the foundation for sustainable improvements in Sikka

Beyond organizational alignment and workforce distribution, the study also identifies major challenges in the next stage of strategic planning: workforce forecasting, competency gap analysis, and the design of development programs. Within the SPHR framework, this stage is critical because it connects current realities with the organization's future vision (Rothwell & Kazanas, 2003). InRothwell & Kazanas, (2003). In Sikka, however, these steps are neither comprehensive nor systematic.

Forecasting is not based on performance data or projected workloads. Instead, staffing decisions are ad hoc, often reacting to central directives or filling vacancies caused by transfers and retirements. This shows a weak application of evidence-based planning. SPHR stresses that forecasting should consider retirement patterns, job transitions, functional changes, and external shifts such as national policies and service demands. Without systematic forecasting, the gap between personnel availability and service needs widens. For example, no staff were prepared for promotion to the Ahli Madya level, which signals poor career path planning. This finding is consistent with Mersa & U., (2021), who note that weak talent management leads to stagnant careers and uneven workloads. As a result, some employees work beyond capacity, while other areas remain understaffed.

Competency gaps further aggravate the issue. The shift from structural to functional roles has rarely been supported by structured training. Interviews suggest that some Human Resource Analysts have limited technical capacity, especially in job analysis, performance evaluation, and data-based career planning. These results support Amarullah et al., (2018), who argue that the absence of competency-based planning constrains professionalization. From an SPHR perspective, such gaps should be addressed through continuous programs, yet Sikka still lacks both a competency map and a training roadmap.

Financial constraints also hinder progress (Table 6). Although budgets allocate funds for HR development, most resources are used for administrative or ceremonial activities rather than technical training. As a result, training is largely provided by the central government, delivered online, and often disconnected from local needs. Moreover, without systematic follow-up, knowledge transfer remains weak, leaving employees unable to fully apply new skills.

**Table 6.** 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 |

**Sumber:** BKPSDM Kab.Sikka, 2025

Despite these limitations, staff enthusiasm for self-improvement remains relatively high. Many officials proactively join online courses and webinars, showing strong intrinsic motivation. This motivation could become a catalyst for institutional capacity-building if supported by a long-term framework. In this sense, BKPSDM's role as facilitator is essential.

These weaknesses directly affect the SDGs. Under SDG 8, the absence of forecasting undermines the creation of decent and productive jobs, as employees are not placed according to their potential. This reduces service effectiveness and threatens long-term regional development. Under SDG 16, the lack of transparent workforce data reflects weak institutional accountability, leaving the public uncertain about whether resources are used fairly and effectively.

The next SPHR stage, developing alternative strategies, also remains absent. BKPSDM has no career development strategy specifically designed for Human Resource Analysts. Current policies remain generic and administrative, overlooking technical needs. Rothwell & Kazanas, (2003) emphasize the need for adaptive strategies, such as competency-based training, mentoring schemes, and succession systems, yet none exist in Sikka. The absence of such strategies weakens individual career orientation. Several analysts

expressed uncertainty about their career future, which reduces both motivation and professionalism. This reflects a psychological gap that, while difficult to measure, has real effects on performance. Akbar et al., (2021) similarly argue that a strong merit system requires not only evaluation based on credit points but also a clear career framework to encourage innovation.

Comparisons with other regions highlight this gap. In Badung, internal regulations provide clear career pathways, core competencies, and results-based evaluations, which have strengthened HR planning (Soeharto et al., 2023). In contrast, Sikka lacks such mechanisms, showing weak institutionalization of career planning as a strategic driver. These weaknesses are compounded by the absence of collaborative forums that involve functional officials in policymaking. Participation not only strengthens legitimacy but also brings valuable field knowledge (Mukmin, 2017). Without these forums, communication gaps persist between structural and functional officials, reducing institutional integration. In SDG 16 terms, this reflects a lack of inclusiveness and transparency.

Nevertheless, opportunities still exist. National regulations from the Ministry of Administrative and Bureaucratic Reform on functional positions and merit systems provide a strong foundation for local strategies. If adapted into internal policies, they could guide structured career development. At the same time, digitalization creates opportunities for better data integration and evidence-based planning. By leveraging technology, BKPSDM could improve forecasting, competency mapping, and transparency..

The next SPHR stage concerns the implementation of grand strategies through HR programs. Ideally, this phase ensures that development initiatives are not only coherent with institutional goals but also adaptive to external demands. Yet, at BKPSDM Sikka, implementation remains fragmented and reactive, shaped more by compliance with national regulations than by locally grounded strategies. Programs such as technical training and competency assessments, although conducted in collaboration with State Civil Service Ageny, are generic and fail to address the specialized needs of Human Resource Analysts. As a result, the link between planning, implementation, and evaluation is disrupted, weakening the transformative potential of HR development. This condition undermines SDG 8, which stresses decent and productive work through structured skill development, and SDG 16, which calls for accountable institutions grounded in evidence-based policymaking. Without mechanisms to measure how training influences job performance or career mobility, development efforts risk becoming symbolic exercises rather than strategic investments in human capital. This finding echoes Valickas et al., (2015), who emphasize that data-driven planning is essential for ensuring the effectiveness of career development programs. The absence of contextualized adaptation in Sikka reflects a missed opportunity to build a learning organization capable of nurturing talent and improving productivity. Moreover, the generic nature of most training initiatives contradicts modern talent management principles, leaving officers without a clear progression pathway. From the perspective of SDG 16, the absence of participatory planning and performance-based evaluation weakens both institutional accountability and governance quality. More broadly, such weaknesses delay Indonesia's contribution to the 2030 Agenda, where SDG 8 and SDG 16 are positioned as foundational enablers of sustainable development across other sectors.

Equally problematic is the limited role of HR management as a strategic driver. Within the SPHR paradigm, HR functions should catalyze organizational transformation by aligning talent management with broader development goals. Yet at BKPSDM Sikka, HR management remains restricted to administrative routines such as appointments and training logistics. This narrow focus prevents the agency from leveraging human capital for innovation and policy advancement. In turn, this undermines productivity, innovation, and professionalism, as emphasized in SDG 8. These findings are consistent with Rosenbloom et al., (2022), who argue that resource constraints, limited managerial capacity, and sectoral organizational cultures reduce the ability of local bureaucracies to mobilize HR for strategic purposes.

The persistence of siloed operations and low collaboration among units illustrates a weak organizational culture that inhibits participatory and inclusive governance. Idrus et al., (2023) highlight that successful strategic change requires cultural readiness and active participation across all actors. Without cultural transformation, HR functions remain reactive and disconnected from institutional decision-making, contradicting the participatory spirit of SDG 16. Furthermore, the absence of a digitalized and integrated information system results in fragmented career planning and reactive training. Programs are designed without needs assessments or post-training evaluations, neglecting both individual potential and organizational foresight. This contrasts with global best practices, as discussed by

Chagelishvili et al., (2023), who demonstrate that aligning career development with organizational needs enhances employees' strategic contributions.

Evaluation mechanisms also remain underdeveloped. Key accountability documents, such as the Government Agency Performance Accountability Report , contain inconsistencies between reported data and actual field conditions. Discrepancies in the Professionalism Index, for instance, reveal both poor data validation and weak monitoring culture. This limits the institution's ability to assess whether HR initiatives are relevant or impactful, directly undermining the performance-based governance model emphasized in SDG 16. Aziedjo, (2024), similarly notes that inadequate evaluation and monitoring obstruct the success of career development strategies. While some officers acknowledge improvements in knowledge after training, others find such programs irrelevant to their career needs. Without robust evaluation tools, training contributions to performance and mobility remain unmeasured, rendering programs largely symbolic.

Supporting and inhibiting factors further explain these dynamics. On the positive side, BKPSDM Sikka benefits from a strong legal foundation that provides policy flexibility. National and regional regulations establish merit-based systems and open opportunities for participatory HR governance. Leadership commitment, though not yet institutionalized, is emerging, with the Head of BKPSDM encouraging participation in competency assessments and training. Moreover, the strong intrinsic motivation of functional officers, many of whom pursue independent learning opportunities, reflects a valuable human capital asset that could be harnessed for institutional reform. These elements represent entry points for strategic improvement if systematically integrated into a long-term HR framework. Nevertheless, several inhibiting factors persist. First, leadership commitment remains declarative rather than structural, lacking dedicated budgets, integrated systems, and operational guidelines. Second, planner resources are weak, as most officials lack formal training in career development planning. Third, the Civil Servant Information System functions largely as an administrative registry rather than an analytical tool for competency mapping or strategic forecasting. Fourth, budget allocations remain inconsistent, with funds disproportionately absorbed by routine operational costs rather than targeted skill development. These constraints significantly undermine systemic resilience, institutional accountability, and inclusive participation, directly contradicting SDG 8 and SDG 16.

Taken together, these findings show that while BKPSDM Sikka has foundational assets, such as legal frameworks, leadership awareness, and motivated officers, the absence of institutionalized strategies, data-driven systems, and sustainable investment has left career development planning fragmented and reactive. The SPHR framework underscores that without integration across planning, implementation, and evaluation, HR initiatives cannot transform public institutions into strategic actors of development. The case of Sikka illustrates broader structural challenges faced by many subnational bureaucracies in Indonesia: strong regulatory frameworks exist, but weak institutionalization and limited adaptation reduce their impact. Unless these gaps are addressed, the potential of Human Resource Analysts as catalysts of governance reform will remain underutilized, limiting both local performance and Indonesia's contribution to the global sustainable development agenda.

**Conclusion**

This study set out to examine the planning of career development for Human Resource Analysts at BKPSDM Sikka through the lens of Strategic Planning for Human Resources. The urgency of this research lies in the fact that career planning in many subnational bureaucracies remains administrative, failing to function as a strategic driver of institutional performance. Using a qualitative descriptive approach supported by interviews, observation, and documentation, this study provides an in-depth analysis of how SPHR principles are, or are not, applied in the context of local governance.

The findings demonstrate that career development planning at BKPSDM Sikka is fragmented and reactive, shaped more by compliance with central regulations than by strategic integration with regional goals. Workforce forecasting is unsystematic, competency mapping remains absent, and training programs are generic and detached from local needs. Evaluation mechanisms, such as Government Agency Performance Accountability Report, are inconsistent and fail to capture actual performance, weakening institutional accountability. Although supporting factors exist, such as national regulatory

frameworks, leadership awareness, and strong individual motivation among analysts, they are undermined by structural limitations, weak data governance, and budgetary constraints. As a result, Human Resource Analysts cannot yet serve as catalysts of innovation and governance reform. This condition directly contradicts SDG 8, which emphasizes decent and productive work, and SDG 16, which requires inclusive, accountable, and evidence-based institutions.

Based on these findings, three policy implications are proposed First, on the social dimension, strengthening participatory mechanisms in career planning is essential. Involving functional officials in strategic forums and competency assessments will ensure that HR planning reflects real job needs and fosters inclusive governance, in line with SDG 16. Second, on the economic dimension, local governments must allocate resources more effectively toward competency-based training, succession planning, and digitalized workforce systems. Investment in human capital should be viewed not as a cost but as a long-term strategy for institutional resilience, consistent with SDG 8. Third, on the environmental and governance dimension, adopting integrated digital platforms for data management will improve transparency, reduce inefficiency, and align HR planning with sustainable practices. Digitalization also reduces resource waste while enabling evidence-based policymaking.

By integrating these three dimensions, social, economic, and environmental, career development planning can move beyond administrative routines toward a strategic function that advances sustainable governance. Theoretically, this study contributes to the application of SPHR in the context of local bureaucracies, highlighting how gaps in institutionalization weaken the transformative role of HR. Practically, it provides actionable insights for policymakers to design career development systems that are adaptive, evidence-based, and sustainable. For society, strengthening the role of Human Resource Analysts has broader implications: more competent public servants, better service delivery, and improved trust in government institutions.

## Limitations

While this study has provided new evidence on the challenges of career development planning for Human Resource Analysts at BKPSDM Sikka within the SPHR framework, several limitations should be acknowledged. First, due to the qualitative design and limited number of informants, the findings cannot be generalized across all local government institutions. Future research could expand the scope by including multiple agencies or regions to capture broader variations in institutional practices. Second, this study did not differentiate between gaps in career planning that arise due to policy constraints and those resulting from organizational culture or individual capacity. Further research may consider these dimensions separately by employing a mixed-methods approach that combines qualitative exploration with quantitative measurement to decompose the sources of implementation barriers more precisely. Third, although this study adopted triangulation through interviews, observation, and documentation, the absence of comprehensive internal evaluation documents and reliable HR performance data constrained the depth of analysis. Future studies could integrate more robust data systems, including competency assessments and longitudinal workforce records, to strengthen evidence-based findings. Finally, this research did not fully explore the indirect effects of career planning on broader institutional outcomes, such as service delivery quality or public trust. Future investigations may focus on these transmission mechanisms, possibly through comparative or quasi-experimental designs, to examine how strategic HR planning contributes to sustainable governance at both local and national levels.

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