

The Relationship of Perceived Career Development, Work Motivation, and Performance: a Study among ASN that the Organization Has Changed the Echelon

Luxmaning Hutaki Widiastari¹, Arum Etikariena²

^{1,2}Applied Psychology, University of Indonesia, Indonesia

luxmaning.hutaki@ui.ac.id, arum.etikariena@ui.ac.id

Abstract

The purpose of this study determined the mediating role of work motivation on the relationship between perceived career development and the performance of the State Civil Apparatus whose agency equalized structural/echelon positions into functional positions. This study is a quantitative study using a self-report questionnaire via an online form. Respondents are Employee Government/ASN aged 25-56 years taking into account education, years of service, and the current position selected by convenience sampling. The analysis was carried out using Mediation Model 4 from Process v4.0 by Andrew Hayes on IBM SPSS version 26. After measuring, each variable measuring instrument achieved good and valid reliability. The direct effect of perceived career development on ASN performance was greater (effect value = 0.0818; $p < 0.005$; LLCI = 0.0482 and ULCI = 0.1154) than the direct effect mediated by work motivation (effect value = 0.0686; $p < 0.005$; LLCI=0.0449 and ULCI=0.0932). This shows that work motivation partially mediates the relationship between perceived career development and ASN performance significantly. Furthermore, from the results of this study, government agencies that carry out structural/echelon position equalization can develop programs that can improve the career development perceived by ASN and work motivation to improve ASN performance.

Keywords

perceived career development;
performance; motivation;
Indonesian State Civil



I. Introduction

The abolition of structural/echelon positions has been carried out again since the Ministry of Administrative Reform and Bureaucratic Reform (Kemenpan&RB) issued a Circular (SE) of the Minister of PAN and RB Number 393 of 2019 concerning Strategic and Concrete Steps to Simplify Bureaucracy. This program is a priority activity in Bureaucratic Reform which is currently entering the fourth National Mid-Term Development Plan 2020-2024 (Kemenpan & RB, 2019). This echelon cut is expected to reduce government bureaucratic chains that are too long and unnecessary costs of travel and facilities to echelon officials (Prasojo, 2020). This policy is a follow-up to the President's mandate during his inauguration in October 2019 which assessed that the current government bureaucracy must be able to move more quickly, agilely and professionally so that ASN can improve its performance in providing public services (Aida, 2019). This simplification of the bureaucracy needs to be done so that the government bureaucracy becomes more dynamic and agile, has a faster work system, creates effectiveness and efficiency, and needs optimal performance to encourage the creation of professional ASN (Wibisana, 2020; Iswahyudi, 2008).

Equalization of structural/echelon positions into functional positions has an impact on employee performance, career and motivation. A qualitative research by Tumanggor & Wibowo (2021) states that this policy of bureaucratic simplification changes career paths and affects the motivation and performance of ASN employees. This structural/echelon position equalization affects employee motivation to feel secure because there is concern about losing authority and income. Equalization to become functional officials also affects employee performance on individual dimensions related to indicators of abilities and expertise needed in functional positions which are important factors in improving the performance and competence of functional officials. This policy of bureaucratic simplification or the abolition of structural positions is a transfer or equalization of structural/echelon positions into functional positions causing structural changes in the ASN work organization to become flatter and simpler (Siagian, 2002 in Tumanggor & Wibowo, 2021), which means that there is a change in career paths for ASN employees. . This career path change also raises concerns about the future career of civil servants and difficulties in adapting to work patterns and main tasks of becoming a functional official (Tumanggor & Wibowo, 2021). As of June 30, 2021, this simplification of the bureaucracy has been carried out by 90 ministries and institutions with a simplified unit structure of 46,159 (Humas MenpaRB, 2021).

Career development through a good career pattern can encourage employees to grow and develop in accordance with their professional competencies. In this case, employees will be motivated to perform well which will have an effect on increasing agency performance (Puspitapuri, 2017). Career development system that is carefully planned becomes a motivating factor that moves employees towards high performance (Oduma & Were, 2014). Several studies have shown that career development variables, both in organizational and individual perspectives, have a positive relationship or significant influence on employee performance, including Wahyuni (2016), Jannah, et al (2014), Oduma and Were (2014), Permatasari (2006), and Merchant, Jr. (2006). On the other hand, there are studies which state that career development has no effect on performance, including Sofyan, et al (2016), Yani, (2017), Ruru, Dawet & Karoreh, (2017) and Siallagan & Siagian (2020). Several other studies then added motivation as a mediating variable and made a significant relationship between career development and employee performance, including Napitulu (2017), Natalia & Netra (2020), and Arjana and Dewi (2021).

Related to the results of previous studies, what is different in this study is that the main focus is on respondents who are civil servants whose agencies simplify the bureaucracy. Meanwhile, research with similar variables that have been mentioned previously among respondents from private employees and the non-government public sector. This study aims to determine the relationship and obtain empirical evidence of perceived career development, work motivation and performance of ASN employees in the context of employees whose agencies have made structural/echelon positions equalization. Previous research on the motivation and performance of ASN employees after the structural/echelon position equalization policy from Tumanggor and Wibowo (2021) was conducted qualitatively and was limited to two ministries. This research was conducted using a quantitative method and added a career development variable that is perceived as one of the consequences of the transformation of a structural position into a functional position.

II. Review of Literature

ASN Employees, like employees or employees in general, who work in government agencies must be able to produce performance that is beneficial to the community. ASN performance that is not optimal can cause problems such as service that is not excellent, poor public trust in the government, abuse of authority by unscrupulous persons, and others (Haryanto, 2012). The performance of civil servants has always been in the public spotlight because ASN employees have a big responsibility in providing services to the public so they are required to be professional, competent, meet qualifications and show excellent performance in public services (Kadarisman, 2018). The definition of performance according to Kadarisman is the quantity and quality of the work (output) of individuals or groups on a particular job caused by natural abilities or abilities obtained from the learning process and the desire to excel. Performance is the result of work in quality and quantity achieved by employees in carrying out their duties in accordance with the responsibilities given (Mangkunegara, 2011). Good performance from ASN employees will realize the ideals of Bureaucratic Reform of a clean and authoritative government system (good governance) and realize good, effective, efficient and quality public services, of course, supported by professional, responsible, fair, honest, and professional resources. and competent in their field (PP Number 81 of 2010 concerning Grand Design for Bureaucratic Reform 2010-2025).

Employee performance is influenced by various factors (Armstrong, 2010). Factors that have an impact on performance are individual abilities (Vroom, 1964 in Armstrong, 2010; Blumberg and Pringle, 1982 in Armstrong, 2010; Boxal and Purcell, 2003 in Armstrong, 2010; Kadarisman, 2018), motivation (Boxal and Purcell, 2003 in Armstrong, 2010; Kadarisman, 2018; Riyanto, 2021), support received by employees (Blumberg and Pringle, 1982 in Armstrong, 2010; Kadarisman, 2018), leadership in different situations (McNeese & Smith, 1996), existence of work to do or there is a work effort (Blumberg and Pringle, 1982 in Armstrong, 2010; Kadarisman, 2018), employee relations with the organization (Kadarisman, 2018; Prawirasentoeno & Primasari, 2015), opportunities to participate (Bailey, 2001 in Armstrong, 2010; Boxal and Purcell, 2003 in Armstrong, 2010), career development (Caroline & Susan, 2014), management information systems (Soesilo and Nogi, 2005 in Wuri 2021), facilities and infrastructure for employee work (Soesilo and Nogi, 2005 in Wu ri 2021), work discipline (Riyanto, 2021), and commitment (Riyanto, 2021). According to social exchange theory, employee performance can be improved when employees have confidence in career development practices within the organization (Blau, 1964 in Mohamad and Yahya, 2017).

Equalization of structural positions into functional positions requires employee independence in career development by completing work tasks that are worth a certain credit score required to meet the criteria for promotion and groups that have an impact on the take home pay obtained. Career development like this is in accordance with the definition put forward by Kudsi, et al (2018) which says that career development is a continuous effort to improve performance by employees to get appreciation in the form of promotions by the company. According to Kadarisman (2018), career development of ASN employees is an increase in status, duties, authority, responsibilities, and generally accompanied by remuneration received by the ASN employee concerned when achieving a career peak plan.

Functional positions are ASN career systems that are prepared to replace structural positions. Career development systems provided by this organization shape perceptions of career development (Weng & McElroy, 2012). The focus of Weng & McElroy's (2012)

understanding of career development is not career success, but rather the behavior and attitudes of individuals towards career growth they experience. The career development perceived by employees is part of the individual's perception of career growth which is indicated by four factors, namely the achievement of career development goals, professional ability development, promotion speed, and remuneration growth (Weng, et al, 2010). This multidimensional concept implies that career development is a function of employee effort and the organization's desire and ability to appreciate that effort. Perceived career development is the perceived progress of individuals on their status in the organization at certain career paths achieved for certain performance achievements.

III. Research Method

This research is a quantitative study with a correlational research design to determine the mediating role of work motivation on the perceived career development relationship to the performance of ASN whose agencies experience structural equalization of positions. This research has passed the review from the Ethics Review Team of the Faculty of Psychology, University of Indonesia with letter number 003/FPsi. Ethics Committee/PDP.04.00/2022. Data collection was carried out in February 2022 using an online survey method using a questionnaire. The questionnaire was made in electronic form using a *google* which was then distributed randomly through electronic media either through short messages or social media using certain links.

IV. Result and Discussion

4.1 Demographic Data

The first statistical analysis calculation was carried out using a descriptive test to determine the demographic data of 408 samples taken. Table 1 below shows the frequency of each respondent characteristic.

Table 1. Significance of research variables based on the characteristics of respondents

| No. | Characteristics of Respondents | Frequency | % |
|-----|--------------------------------|-----------|------|
| 1 | Gender | | |
| | Male | 217 | 53.2 |
| | Female | 191 | 46.8 |
| 2 | Age | | |
| | <30 years | 88 | 21.6 |
| | 30 -49 years | 302 | 74 |
| | >49 years | 18 | 4.4 |
| 3 | Working period | | |
| | <10 years | 223 | 54.7 |
| | 11-20 | 155 | 38 |
| | 21-30 | 24 | 5.9 |
| | >30 | 6 | 1.5 |
| 4 | Education | | |
| | S3 | 8 | 2 |
| | S2 | 133 | 32.6 |
| | S1/D4 | 247 | 60.5 |
| | D3 | 19 | 4.7 |
| | SMA | 1 | 0.2 |

| No. | Characteristics of Respondents | Frequency | % |
|-----|----------------------------------------|-----------|------|
| 2 | Group II | 20 | 4.9 |
| | Group III | 358 | 87.8 |
| | Group IV | 30 | 7.4 |
| | | | |
| 4 | Types of Agencies | | |
| | 1.State | 11 | 2.7 |
| | 3.Non -Ministerial Government Agencies | 132 | 32.4 |
| | 4.Local Governments | 175 | 42.9 |
| 5 | Career Planning | | |
| | YES | 259 | 63.5 |
| 6 | Career Development Program | | |
| | YES | 301 | 73.8 |
| 6 | Career Development Program | | |
| | NO | 107 | 26.2 |

From the table above, it is known that the number of respondents, males and females, were relatively balanced with the number of males being slightly higher (53.2%). Most of the respondents are in the prime-middle age productive age range (30-49 years) as much as 74%. More than half of all respondents had a tenure of less than 10 years (54.7%), 38% of 11-20 years of service, 5.9% of 21-30 years of service, and 1.5% of over 30 years. Almost all respondents are graduates of higher education (98.8%) with the education level of S1/D4 having the most responses, namely 60.5%. The origin of the respondent agencies is divided into the types of existing institutions, namely State Institutions, Ministries, Non-Ministry State Institutions, and Local Governments. Most of the respondents' agencies are State Non-Ministry Institutions as much as 42.9%. Respondents were asked whether they have plans related to career development after equalization of positions and as many as 63.5% answered yes. As many as 73.8% of respondents answered that their agency does not have a Career Development Program.

4.2 Correlation Test Results

To see the relationship that occurs in each research variable, a correlation test was carried out using the Pearson Correlation Test with the results as shown in table 2 below. The data in table 2 shows the average value, standard deviation, and correlation between variables used in the study.

Table 1. Test Results *Pearson Correlation*

| No | Variable | SD | Mean | Min | Max | 1 | 2 | 3 |
|----|------------------------------|-------|-------|-----|-----|----------------|----------------|----------------|
| 1 | Performance | 2.87 | 24.07 | 12 | 28 | | .469** .000 | .503** .000 |
| 2 | Perceived Career Development | 8.95 | 39.66 | 15 | 60 | .469** .000 | | .620** .000 |
| 3 | Work Motivation | 12.29 | 33.73 | 3 | 64 | .503** .000 | .620** .000 | |

In general, respondents have high performance, perceived career development is good, and sufficient work motivation. Among the three variables studied, overall each of these variables has a positive and significant relationship with each other. First, the relationship between perceived career development and performance has a positive and significant relationship with a value of $r=0.469$; $p<0.05$. The more appropriate the perceived career development, the higher the performance shown. That is, the more employees feel that career goals, professional ability development, promotions, and remuneration are as desired, the higher the resulting performance. Second, perceived career development has a significant and positive relationship to employee work motivation ($r=0.620$; $p<0.05$). The higher the career development felt by employees, the higher the work motivation they have. Furthermore, there is a positive and significant relationship between motivation and performance ($r=0.503$; $p<0.05$), meaning that the higher the motivation, the higher the performance.

4.3 Mediation Test Results using Process ver 4.0 from Hayes

To measure the mediating role of work motivation variables in the perceived career development relationship to ASN performance, analysis of the Macro Process ver 4.0 from Hayes was used. The results are summarized in tables 3 and 4.

Table 3. Conditions of Direct Effect Coefficient of Mediation Hayes Model 4

| antecedent | Consequent | | | | | | | | | |
|-----------------|--------------------------------|---------|--------|---------|--------|-------------------------------|---------|--------|---------|--------|
| | Me (Motivation) | | | | | Y (Performance) | | | | |
| | path | Coeff | SE | T | p | path | . | SE | t | p |
| X (Career) | a | 0.8511 | 0.0534 | 15.9243 | 0.0000 | c' | 0.0818 | 0.0171 | 4.7847 | 0.0000 |
| Me (Motivation) | | | | | | b | 0.0805 | 0.125 | 6.4673 | 0.0000 |
| Constant | iM | -0.0212 | 2.1730 | -0.0098 | 0.9922 | iY | 18.1119 | 0.5453 | 33,2123 | 0.0000 |
| | R2 = 0.3845 | | | | | R2 = 0.2926 | | | | |
| | F(1.406) = 253.5835; p < 0.001 | | | | | F(2.405) = 83.7424; p < 0.001 | | | | |

Path a is the perceived influence of career development variables on work motivation. From the output above, the path coefficient a is 0.851 and is significant at the level of $p < 0.05$, indicating that 85% of ASN work motivation is influenced by perceived career development. If the perceived career development is good, the greater the work motivation of ASN. Path b is the effect of work motivation on performance. The coefficient of path b is 0.0805 and is significant at the level of $p < 0.05$, indicating that 8% of performance is influenced by work motivation, meaning that work motivation has an impact on performance. Because path a and path b are significant, if referring to the guidelines of Baron and Kenny (1986), it can be concluded that there is a mediating role. In table 3 above, we can also see that the effect of X remains significant when the significant mediating variable controls X at the 95% confidence level, so in this model there is partial mediation. The mediating effect on the indirect effect is $r^2 = 0.2926$, meaning that perceived career development can lead to a motivational effect of 29.26% when it affects performance.

Path c' is the perceived influence of career development on performance or direct effect from X to Y. The coefficient of path c' is 0.0818 and is significant at the level of $p < 0.05$. To get the indirect effect of variable X on Y, we can multiply paths a and b, which is 0.0685. The total effect of XY can also be calculated by adding up the direct effect plus the indirect effect, or the sum of paths $c' + paths (a*b)$. The total effect coefficient is 0.1503 and is significant at the level of $p < 0.05$. Thus, if there are two ASNs that differ by one unit in perceived career development, they are estimated to differ 0.0685 in their performance as a result of the emergence of motivation by 29.26% of the perceived effect of career development. A direct effect occurs of 0.0818 on the performance of two ASN who are at the same level of motivation but differ by one unit on perceived career development. Two ASN people who differ by one unit in perceived career development will have a total effect of 0.1503 units on their performance variables. In this research model, the direct effect is greater ($c'=0.0818$) on the XY relationship than the indirect effect ($ab=0.0685$) indicating that perceived career development can affect performance in ASN both when the perceived career development raises motivation or not.

Table 4. Work Motivation as a Mediator on the Relationship Between Perceived Career Development and ASN Performance whose Institutions Perform Structural Position Equalization.

| | Effect | SE | T | p | LLCI | ULCI |
|-------------------------|--------|--------|---------|--------|--------|--------|
| Total effect (c) | 0.1503 | 0.0141 | 10.6854 | 0.0000 | 0.1227 | 0.1780 |
| Direct Effect (c') | 0.0818 | 0.0171 | 4.7847 | 0.0000 | 0.0482 | 0.1154 |
| Indirect Effect (ab) | 0.0685 | 0.0123 | -- | -- | 0.0449 | 0.0932 |
| Completely Standardized | 0.2136 | 0.0359 | -- | -- | 0.1439 | 0.2859 |

To be able to determine the occurrence of a mediating effect, it can also be seen in the output effect. indirect and confidence interval (CI) from bootstrap results on 5000 samples (Hayes, 2013). The results of the analysis are written as BootLLCI (lower level for CI) = 0.0449 and BootULCI (upper level for CI) = 0.0932. If the BootLLCI and BootULCI ranges do not include a value of zero (0), it can be concluded that the estimation is significant and a mediating effect occurs. Effect size can be seen from the standardized coefficient of indirect effect X to Y, which is 0.2136. From the results of the above analysis, the indirect effect value is not standardized *bootstrapping* 0.0686, and the 95% confidence interval (CI) ranges from 0.0449 to 0.0932. Because zero is not included in the 95% confidence interval range, it can be concluded that there is a mediating effect of motivation appearing on the perceived influence of career development perceptions on performance of 21.36%.

The role of work motivation on the relationship between perceived career development and performance is a *partial mediator*. This means that work motivation does not fully mediate the relationship between perceived career development and the performance of ASN whose agencies carry out structural equalization of positions. The influence of career development felt by ASN has an impact on ASN performance, whether or not the perceived career development raises work motivation or not. This shows that whether or not work motivation appears when ASN perceives good career development, it will have an impact on good performance as well. On the other hand, if the ASN has a

negative perception of career development, it may or may not lead to low motivation so that it can also have an impact on the performance of the ASN. Therefore, it can be concluded that the hypothesis of this research is that work motivation mediates the effect of perceived career development on the performance of ASN whose agencies carry out structural/echelon position equalization which is acceptable.

4.4 Discussion

The results of the correlation test show that perceived career development is positively and significantly related to the performance of ASN whose agencies carry out structural equalization of positions. Thus, the higher the career development felt by ASN, the performance will increase by showing behaviors such as better work quality, higher work tenacity, more discipline in attendance, more collaboration with colleagues, more concern for work safety, more responsibility, and more initiative and creativity. These results support previous research conducted by Harinda, Rorong, and Plangiten (2021) at the Department of Population Control and Family Planning in South Minahasa Regency, Nugraha et al (2022) at the KKP Office of West Java, as well as research by Taghulihi (2015), Wahyuni (2016), Jannah, et al (2014), Oduma and Were (2014).

In addition to being related to performance, perceived career development also has a positive and significant relationship with work motivation. That is, the higher the perceived career development, the higher the work motivation of ASN. If the career development perceived by the ASN whose agency carries out structural equalization is felt positive and good, then the ASN work motivation will increase in terms of perception and assessment, there will be higher results if they display higher performance, as well as the expectation that they will be able to show better performance. tall. These results support previous research from Djatmiko (2002) that career development is a concern for every individual because with career certainty, the lives of employees will be calm. Greater attention to career development of organizational members fosters higher loyalty and motivation, with clear career goals encouraging employees to develop their potential and proven in carrying out work more effectively and productively. Previous studies have supported this result, such as Supranowo, (2017), Hanekam, (2016) as well as research from Sari and Sriathi (2019) researching that better career development will increase employee work motivation.

The results of other correlation tests show that work motivation, which is also a mediator in this research model, shows a positive and significant relationship with performance. The results of this relationship have been previously confirmed through research by Ruru, Kawet, and Taroreh (2017) at the Manado City Revenue Service where motivation has a special influence on the performance of ASN employees, also the same results are shown by Yani (2017) who conducted research at the Karawang Regency Bapenda .

From the results of the mediation test conducted, motivation acts as a partial mediator, which indicates that the presence or absence of motivation, the perceived influence of career development will still have an impact on the performance of ASN. The perceived career development of employees can also have a direct effect on performance without mediation by work motivation. Although it only acts as a partial mediator, this is still in accordance with the statement put forward by Judge et al. (1997) that personal resources can function as a moderator or mediator in the relationship between environmental and organizational factors. The results of *direct effect* , which is greater than the *indirect effect* in this research model, indicate that the perceived career development variable is able to affect the performance of ASN employees even though it does not raise

or lead to low motivation. However, if the variables of perceived career development and work motivation are still used, then overall it will have a greater influence on the performance of ASN in their work. The results of this study show the same results as research by Putri & Frianto (2019), Napitulu, et al (2017), Dialoke & Nkechi (2017), and Dewi & Utama (2016) which state that the perceived influence of career development will increase on employee performance by mediated by work motivation. It can be concluded that the career development perceived by ASN in agencies that cut structural positions is able to affect the performance of the ASN whether the perception of career development raises motivation or not.

This study has several limitations that can be a concern for further research. The limitations of this study, the first is the small number of respondents per agency, so it is necessary to group them into a more general type of agency, for example respondents from ASN employees in the regions as many as 90 responses from approximately 70 local government agencies throughout Indonesia. The remaining number of respondents is a distribution of approximately 40 agencies with the status of ministries and state institutions whose employee status is central employees, where the average number of responses from agencies is approximately 5-8 responses. When compared with the total number of ASN in Indonesia, of course, the total number of respondents is still relatively small. Second, the measuring instrument used in this study is *self-report* so that it allows respondents to respond more than the actual situation.

Based on the limitations of the research above, it is recommended for further researchers to pay attention to several things. First, it should involve more respondents with a more even distribution in each agency that is the research respondent. Second, further research can be considered to use other variables that are still related to ASN performance factors and perceptions of career development.

V. Conclusion

Career development that has changed due to the equalization of structural/echelon positions into certain functional positions makes ASN employees must be able to independently manage performance. By having a good perception of career development, the performance displayed will be good too. The more appropriate career goals are to develop professional abilities, get promotions, and get more income as functional officials. ASN employees will show better work quality, are more tenacious, more able to work together, be more responsible, more creative, and disciplined. which is getting better. Career development that is felt to be getting better can lead to or not raise work motivation while still having an impact on better performance, getting certain results by using high performance.

As a practical implication of this research, if the perceived career development is negative, the agency must be able to provide the right career development program according to the characteristics and variety of functional positions within the organization. Career development programs that can be prepared are programs that can improve professional abilities as functional officials, assist in accelerating promotions and career goals, as well as increasing the remuneration value of ASN employees. Career development that is planned and managed properly can encourage increased performance of ASN employees. Second, agencies must view functional positions as professional professions so that they can encourage self-study in functional officials. Professionalism emerges from professions that have rewarding and impactful professional career development (Gogh & Neary, 2021). As previously noted, ASN employees who serve as

functional officials have full control over the development of their abilities and careers at the agency where they work. Thus, agencies have an obligation to provide assistance to ASN employees in their respective places to achieve career management goals according to Civil Servant Management.

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