



CAREER DEVELOPMENT AND WORKLOAD ON TURNOVER INTENTION AT EAST JAVA PROVINCIAL DEPARTMENT OF CULTURE AND TOURISM

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ABSTRACT

The purpose of this study is to examine the effect of career development and workload on job satisfaction, the effect of job satisfaction on turnover intention, and the mediating role of job satisfaction in the relationship between career development and workload on turnover intention. The study focuses on non-permanent employees with work agreements (PTT-PK) at the Department of Culture and Tourism of East Java Province. This quantitative study used a survey method that included a saturated sample of 89 PTT-PK employees registered in East Java Provincial Civil Service Agency (BKD). Data were collected using online surveys and analyzed using smart PLS software using Partial Least Squares Structural Equation Modeling (PLS-SEM). Results show that (1) career development has a significant positive effect on job satisfaction, (2) workload has a significant negative effect on job satisfaction, (3) job satisfaction has a significant negative effect on turnover intention, (4) job satisfaction significantly mediates the effect of career development on turnover intention, and (5) job satisfaction does not significantly mediate the effect of workload on turnover intention. These results highlight the importance of career development and workload management to improve job satisfaction and reduce sales intent in the case of PTT-PK employees.

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1. INTRODUCTION

Human resources are key assets that determine the sustainability and progress of organizations, including state agencies (Holbeche, 2022). In HR management, employee sales intentions, or desire to leave the organization, become important issues (Basnyat & Lao, 2020). In particular, high levels of sales can hinder organizational efficiency and effectiveness due to costs associated with loss of attitudes, training, and institutional knowledge and experience (Vizano et al., 2021). This issue is particularly relevant to non-permanent employees with work agreements (PTT-PK), who often exposed to employment, low wages and inadequate support facilities.

Organizations are expected to ensure that employees promote job satisfaction and commitment to their jobs (Silva et al., 2023). If the organization doesn't do this, it could experience negative consequences such as diminished work enthusiasm, increased job stress, and decreased productivity (Nabahani & Riyanto, 2020). These effects are often observed in PTT-PK employees who do not enjoy the same employment situation and long-term staff relationship.

Despite their temporary status, PTT-PK employees perform important administrative and technical tasks that Civil Service (ASN) cannot handle fully. However, legal and political restrictions often lead to challenges such as volatile career paths, high workloads, and low job satisfaction, all contribute to high sales intent (Retnosari et al., 2016). In this context, professional development and job satisfaction affect important factors, whether employees decide to stay with or leave the organization.

According to Law No. 5 of 2014, public employment includes permanent employees (PNS and PPPK) and PTT-PK. Governor Regulation No. 66 of 2022 defines PTT-PK as non-ASN workers employed by the East Java Provincial Government to support civil servants in both technical and non-technical tasks. PTT-PK employees assist in fulfilling roles that cannot be entirely accommodated by ASN personnel. For example, at the Department of Culture and Tourism of East Java Province, personnel include PNS, PPPK, and PTT-PK employees. Although Government Regulation No. 49 of 2018 prohibits further recruitment of non-permanent staff, and Governor Regulation No. 85 of 2021 does not officially recognize PTT-PK positions, the department continues to employ them, along with third-party outsourced workers, to meet service delivery needs.

The roles and responsibilities of PTT-PK employees are governed by the Letter of the Head of the East Java Regional Civil Service Agency (BKD), No. 800/212/2022, which mandates compliance with duties, restrictions, and monthly performance reporting through the SIASN BKD application. Although PTT-PK employees are meant to provide additional support, in practice, many are assigned primary duties typically carried out by ASN staff, leading to role overload and job dissatisfaction.

Turnover intention is defined as the desire of an employee to leave the organization, and it can be influenced by multiple factors such as work environment, job satisfaction, and workload (Chen et al., 2019). High turnover has financial and operational consequences, including the cost of replacing employees and decreased overall productivity (Arijanto et al., 2018). Poor working conditions, unfair compensation, and perceptions of injustice contribute significantly to turnover (Dyastuti & Sarsono, 2020). Therefore, providing career advancement opportunities and improving work conditions are vital for retaining productive employees.

Government agencies are not authorized to convert PTT-PK employees into ASN staff. Law No. 20 of 2023, Article 65, explicitly forbids appointing non-ASN personnel to ASN positions. While some PTT-PK employees may qualify to become PPPK through specific competency-based evaluations, many do not meet the criteria or fail to pass the tests, leaving their career futures uncertain.

Herzberg's motivation-hygiene theory identifies career development as an intrinsic motivator that can enhance job satisfaction and reduce turnover intention (Alshmemri et al., 2017). Syahrani et al. (2024) support this, finding that increased career development opportunities significantly reduce the desire to leave an organization. In the Department of Culture and Tourism, career development for PTT-PK employees extends beyond status conversion to include participation in training programs such as the Human Empowerment Workshop, IT-Based HR Skills Training, and Secretariat Management Techniques (DTMK).

However, not all studies agree. Yuningsih (2020) found no significant link between career development and turnover intention. According to Blau's Social Exchange Theory, such inconsistencies may be due to employees' perceptions of fairness in opportunity distribution (Blau, 2017). If PTT-PK employees perceive career development as exclusive or insufficient, its impact on reducing turnover may be limited.

Beyond career development, job satisfaction also plays a key role in mitigating turnover intention. Factors such as relationships with coworkers and supervisors, the work environment, and compensation contribute to job satisfaction (Sun et al., 2025). Herzberg (2015) views salary as a hygiene factor that prevents dissatisfaction but does not inherently motivate retention. At the Department of Culture and Tourism, PTT-PK salaries are determined based on educational qualifications and governed by Letter No. 800/212/2022. Additionally, performance-based bonuses and disciplinary deductions are outlined in Letter No. 800/8850/204.2/2024.

Some studies, such as Sukanti et al. (2021), found that job satisfaction significantly reduces turnover intention. Others, including Siwi et al. (2016), suggest that job satisfaction alone may not be sufficient to retain employees if other factors like career development or organizational justice are lacking. Li et al. (2020) even argue that external factors, such as workplace violence, may diminish the positive effects of job satisfaction. These findings align with Equity Theory (Ryan, 2016), which asserts that employees evaluate compensation in relative terms, comparing themselves to peers or industry standards.

According to Governor Regulation No. 85 of 2021, the Department of Culture and Tourism is tasked with advancing culture, tourism, and the creative economy. Due to the limited number of ASN personnel, PTT-PK employees are recruited to help fill gaps in service delivery. However, these employees are often assigned core tasks rather than just supportive roles. For instance, they are frequently tasked with documentation, publication, and information dissemination.

From a theoretical perspective, excessive workloads are often associated with job stress and, ultimately, turnover intention. The Demand-Control Model (Bakker et al., 2010) posits that when job demands are high and autonomy is low, psychological strain increases. Syahrani et al. (2024) confirm that workload significantly and positively affects turnover intention among PTT-PK employees. Similarly, Kubicek et al. (2022) found that high workloads decrease motivation and hinder learning. On the other hand, the Conservation of Resources Theory (Hobfoll, 2010), suggests that challenging work may enhance retention when employees view it as an opportunity for growth. Coventry et al. (2015) echoes this, indicating that the negative impact of workload can be mitigated by adequate professional development support.

The Department of Culture and Tourism of East Java Province personnel data show the general decline in the number of employees of PTT-PK. In 2023, the department maintained 131 employees of PTT-PK with zero employee exit for the year. However, there were 121 employees working in 2024, which indicates that 10 employees left the organization. This downward trend carried through to 2025 when PTT-PK employees dropped precipitously to 89, with 32 employees departing in that single year alone. Over three years, the department collectively lost 42 employees, or about 32% of its 2023 employees. This trend suggests a growing rate of turnover, most notable in 2025, and must be further analyzed for the possible reasons, failure to renew contracts, dissatisfaction with work, limited opportunities for career advancement, or changes in departmental policy. These forces need to be known in order to be able to make suggestions to upgrade workforce stability and human resource management in the department.

While existing studies have discussed the relationship between career development, job satisfaction, and workload and turnover intention, these variables have not been extensively analyzed in regional government institution workers of PTT-PK. Most studies discuss permanent or private sector employees, not considering the particular regulatory and operational challenges relevant to PTT-PK employees. The inconsistency in existing evidence further amplifies the need for contextual and detailed investigation.

Thus, this study attempts to analyze the effect of career development and workload on turnover intention through job satisfaction for PTT-PK employees in the East Java Province Department of Culture and Tourism. It will offer practical recommendations to improve management and maintenance of non-permanent public sector workers.

2. RESEARCH METHODS

The research utilizes a quantitative approach, with a survey method, to identify the effect of career development and workload on turnover intention through job satisfaction for non-permanent employees with work agreements (PTT-PK) in the Department of Culture and Tourism, East Java Province. This study uses a survey method to address the research problems, in other words, to get the survey method because it is possible to collect primary data from a relatively large population, which will be collected for perception data related to career development, working conditions and turnover intention. The data was collected with questionnaires, it used structured questionnaires using a 5-point Likert scale, from "strongly disagree" to "strongly agree", and distributed online using Google Form through official WhatsApp group.

The research sites are located in the Department of Culture and Tourism, East Java Province, which is located in Surabaya. The population in this study is all 89 PTT-PK employees registered in 2025, and since the population in the study is limited and accessible, and for this reason it was decided to use total sampling technique, it is justified with purposive considerations, that is, only employees with PTT-PK status relevant to the variables in this study.

This research investigates four main variables: career development and workload as exogenous variables, job satisfaction as the endogenous variable, and turnover intention as a mediating variable. The operational definitions and indicators for each variable are adapted from validated instruments in prior studies (Abbas et al., 2021; Sari et al., 2024; Sun et al., 2025; Ximenes et al., 2023). For ensuring measurement quality, the instrument was tested by validity and reliability test. Validity of items was assessed with Pearson correlation using the cut-off of $r > 0.2072$, whereas reliability was established utilizing Cronbach's Alpha with a cut-off of ≥ 0.60 (Sugiyono, 2017).

In examining the data in this study, Partial Least Squares Structural Equation Modelling (PLS-SEM) was utilized, which is particularly appropriate for exploratory and theory-building research. The model included an inner (or structural) model which provided the explanation of relation among latent constructs, and an outer (or measurement) model to assess observed indicator reliability and validity. Evaluations include R-square for endogenous variables, path coefficients (assessed with bootstrapping), and tests for convergent validity (loading factor > 0.70), discriminant validity (cross-loading), Average Variance Extracted (AVE > 0.50), and Composite Reliability (CR > 0.70). In addition to the evaluations noted above, the study involved a mediation test to assess the influence of turnover intention that examined whether turnover intention mediated the relationship between career development and workload (exogenous variables) and job satisfaction (endogenous variable) through t-statistics and the established assessment criteria (Marhamah et al., 2022) to classify the effect of mediation (full mediation, partial mediation, or non-mediation).

3. RESULTS AND DISCUSSION

3.1. RESULTS

The respondents in this study consisted of 89 individuals, with 40.4% being male (36 respondents) and 59.6% female (53 respondents). This indicates that the number of female respondents was greater than that of males. Regarding age, the majority of respondents were between 21 and 30 years old, accounting for 71.9%, while only 3.4% were under the age of 20, indicating that the study predominantly involved young adults.

The descriptive analysis of the workload variable, which comprised six negatively worded statements, showed that the largest proportion of responses fell into the "disagree" category (37.1%). This suggests that most respondents did not agree with the negative statements about the workload, indicating a generally acceptable perception of their workload.

For the career development variable, which consisted of four positively framed items, the average responses were largely "agree" (30.6%) and "strongly agree" (30.1%). These results suggest that most respondents felt positively about the opportunities for career development provided by their organization.

Regarding job satisfaction, which included nine positively worded statements, most respondents answered “agree” (40.1%) and “strongly agree” (34.2%), indicating that they generally felt satisfied with their jobs. Elements contributing to this satisfaction included positive relationships with colleagues, fair promotional opportunities, supportive supervisors, and a comfortable work environment.

On the other hand, the turnover intention variable, which comprised eight negatively phrased statements, revealed that the majority of respondents chose “strongly disagree” (33%) and “disagree” (29.9%). This indicates that most respondents were not inclined to leave their current jobs, demonstrating low turnover intention.

The convergent validity test results show that most indicators had a loading factor greater than 0.7, signifying validity. The discriminant validity was assessed using cross-loading values, and the indicators demonstrated appropriate validity, with each item correlating more strongly with its respective construct than with others.

The reliability test, evaluated through Cronbach’s Alpha, Composite Reliability, and Average Variance Extracted (AVE), confirmed that all variables were reliable. Each construct had a Cronbach’s Alpha and Composite Reliability exceeding 0.7 and an AVE value above 0.5.

Then, the inner model test using R² values indicated that the variables workload and career development explained 58% of the variance in job satisfaction. Similarly, these two independent variables explained 41.6% of the variance in turnover intention. This implies that while workload and career development significantly influence job satisfaction and turnover intention, other unexplored factors may account for the remaining variances.

The final stage of data analysis in this study was hypothesis testing, which aimed to examine the significance of the relationships between variables in the research model. The significance of the relationships between constructs was determined by examining the *t-statistic* and *p-value* obtained from the SmartPLS bootstrapping output. An independent variable is considered to have a significant effect if the *t-statistic* is equal to or greater than 1.96, and the *p-value* is less than or equal to 0.05. The results of the hypothesis testing are as follows.

Table 1. Hypothesis testing with Smart PLS Botstrapping

| Relationship Patterns | Original Sample (O) | Sample Mean (M) | Standard Deviation (STDEV) | t-stat. | p-value | Conclusion |
|--|---------------------|-----------------|----------------------------|---------|---------|-----------------|
| H1: Development Career → Satisfaction Work | 0.679 | 0.674 | 0.054 | 12,475 | 0,000 | Significant |
| H2: Workload → Satisfaction Work | -0.207 | -0.214 | 0.075 | 2,775 | 0.006 | Significant |
| H3: Satisfaction Work → Turnover Intention | -0.285 | -0.308 | 0.142 | 2,010 | 0.045 | Significant |
| H4: Development Career → Satisfaction Work → Turnover Intention | -0.193 | -0.206 | 0.095 | 2,042 | 0.042 | Significant |
| H5: Workload → Satisfaction Work → Turnover Intention | 0.059 | 0.067 | 0.043 | 1,370 | 0.171 | Not Significant |

Source: Processed Data (2025)

The relationship between career development and job satisfaction yielded a t-statistic of 12.475, which is greater than the critical value of 1.96, and a p-value of 0.000, which is below 0.05. The original sample value was positive at 0.679, indicating a strong and significant positive influence. Thus, career development has a significant positive effect on job satisfaction, and Hypothesis 1 is accepted.

The relationship between workload and job satisfaction resulted in a t-statistic of 2.775, which is also greater than 1.96, with a p-value of 0.006, which is less than 0.05. However, the original sample value was -0.207, indicating a significant negative influence. This shows that workload negatively and significantly affects job satisfaction, supporting Hypothesis 2.

For the relationship between job satisfaction and turnover intention, the t-statistic was 2.010 and the p-value was 0.045, both meeting the criteria for significance. The original sample value was -0.285, suggesting that job satisfaction significantly and negatively affects turnover intention. Therefore, Hypothesis 3 is accepted.

In terms of the moderating effect of job satisfaction on the relationship between career development and turnover intention, the t-statistic was 2.042 and the p-value was 0.042. Although the original sample value was relatively small at 0.059, the significance criteria were met, indicating a significant negative moderating effect. Consequently, Hypothesis 4 is accepted.

Finally, the moderating effect of job satisfaction on the relationship between workload and turnover intention did not meet the significance threshold. The t-statistic was 1.370, which is below 1.96, and the p-value was 0.171, exceeding 0.05. The original sample value was 0.059, indicating a positive but non-significant effect. Thus, Hypothesis 5 is rejected.

3.2. DISCUSSION

The first hypothesis (H1), which states that career development influences job satisfaction among PTT-PK employees at the Department of Culture and Tourism of East Java Province, is supported by the data analysis results. Career development has a significantly positive effect on job satisfaction, as indicated by the significance value and t-statistic that meet the established criteria. Therefore, H1 is accepted. This means that when PTT-PK employees are provided with more career development opportunities, their job satisfaction tends to increase; conversely, a lack of such opportunities leads to decreased satisfaction. This aligns with Herzberg's Two-Factor Theory, where career growth is considered a motivating factor that enhances satisfaction. Similarly, from the Conservation of Resources (COR) Theory perspective, career development is a valuable resource. Employees strive to obtain and protect such resources, which in turn reduces emotional strain and enhances well-being. These findings are consistent with those of Sesaria & Santoso (2020) and Zhao (2024), who found that career development significantly and positively influences job satisfaction. Hutabarat & Lubis (2023) also notes that psychological factors, including job-related skills, contribute to job satisfaction. Organizations that invest in the growth of their employees—by offering training and other development initiatives—are likely to foster a more positive work attitude and higher satisfaction (Sun et al., 2025; Susilo & Wulansari, 2023). On the other hand, limited career development can lead to reduced productivity and lower job satisfaction (Wau & Purwanto, 2021).

The second hypothesis (H2), stating that workload impacts job satisfaction among PTT-PK employees, is supported by the findings of the data analysis. The evidence suggests that workload has a significantly negative impact on job satisfaction, as reflected in the significance value and t-statistic fulfilling the set requirements. Thus, H2 is confirmed. The implication of this finding is that an increase in workload is accompanied by a decline in job satisfaction among PTT-PK employees, and vice versa. These findings concur with previous research by Rizki et al. (2022) and Widiatoro & Gaol (2024), which illustrate that high workloads negatively impact job satisfaction.

The Job Demands-Resources (JD-R) Theory explains that excessive job demands, like those stemming from heavy workloads lead to emotional exhaustion and low satisfaction. In contrast, the theory further assumes that demanding but manageable workloads, when complemented with suitable resources, can be a driver for increased engagement and satisfaction. In the case of PTT-PK employees, the findings imply that the workload would most likely exceed optimal levels, leading to stress instead of motivation.

Evidence for Hypothesis H3 is found in the data analysis, and it states that turnover intention for PTT-PK employees is affected by job satisfaction. From the analysis, it is clear that there is a negative effect of job satisfaction on turnover intention, as evidenced by the large value and t-statistic that was found. Thus, Hypothesis H3 is confirmed. The implication of the findings is that high job satisfaction is associated with low turnover intention, while low satisfaction increases the rate of employee exit from the organization. The findings are consistent with previous research by Juleiqa & Indarto (2024) and Li et al. (2020), in both of whom a negative and significant relationship was found between job satisfaction and turnover intention. Job satisfaction-experiencing workers are more likely to stay with their firms and fulfill their duties with ease (Rismayanti et al., 2018). A significant percentage of PTT-PK employees working in East Java Department of Culture and Tourism felt the satisfaction of their jobs, measured relative to several criteria. Nevertheless, the observation contradicts previous research carried out by Rachmandha & Husniati (2022), who showed that there was a positive effect, and Imran et al. (2020), who found that there was no significant impact.

The fourth hypothesis (H4) predicts that career development affects turnover intention through job satisfaction, a finding that is validated by the analysis that shows a significant negative effect supported by correct t-statistics. This suggests that increased career development, coupled with high job satisfaction, reduces the turnover intention of PTT-PK employees, supporting the evidence of Olivia et al. (2020) and Rismayanti et al. (2018). Such findings are consistent with Herzberg's Two-Factor Theory, which views career progression as a stimulus that boosts satisfaction, as well as Conservation of Resources (COR) Theory, in which career advancement is seen as an important resource that employees strive to conserve. Therefore, job satisfaction is an important mediator in the career development-turnover intention relationship. However, the size of the effect is not significantly large, indicating that other determinants like compensation, job security, or fairness may also play roles in affecting turnover. Additionally, studies by Dewi & Nurhayati (2021) and Yumna & Setiawati (2022) show that job satisfaction does not always mediate such an effect, possibly owing to inconsistent or transparent development opportunities that create dissatisfaction among employees who feel they are left behind. This highlights the importance of open and inclusive career development programs, and future studies should investigate these potential unintended effects more critically.

The fifth hypothesis (H5), which proposes that workload influences turnover intention through job satisfaction, is not supported by the data. The analysis reveals that workload has a positive but not significant effect on turnover intention through job satisfaction, as indicated by a significance value greater than 0.05 and a t-statistic below the required threshold. Therefore, H5 is rejected. This suggests that even when job satisfaction is high, an increasing workload does not necessarily reduce turnover intention—in fact, it may still increase it. In other words, job satisfaction does not mediate the relationship between workload and turnover intention. This result contradicts the findings of Ayuningrum & Surya (2024) and Novel & Marchyta (2021), who found that job satisfaction can mediate the relationship between workload and turnover intention.

4. CONCLUSION

This study examines the impact of career development and workloads on job satisfaction at PTT-PK in the Department of Culture and Tourism of East Java Province. The result is that career development has a positive and important impact on job satisfaction and there is a clear opportunity for professional development that can be coordinated with advanced employee satisfaction. On the other hand, workloads are negatively correlated with job satisfaction, indicating that higher workloads can have a negative impact on company employee wells. Furthermore, it becomes clear that job satisfaction has a negative relationship with sales intent. This means that more satisfied employees are less likely to be considered leaving the organization.

In addition, career development has a significant negative indirect impact on turnover intention through job satisfaction, such that improving career development can reduce turnover intention by increasing satisfaction levels. By contrast, workload is not shown to have a significant impact on turnover intention through job satisfaction, which means that in this specific context, job satisfaction is not a mediator linking workload with turnover intention.

The findings of such a study are both theoretical and practical in their importance. Theoretically, they confirm that organizational support for development is likely to increase job satisfaction, and that such satisfaction reduces the probability of turnover. However, having manageable workloads can create job satisfaction, but such conditions are unlikely to prevent workers leaving the organization when such motivating factors as career development opportunity and security are lacking. At a practical level, such a study highlights the need for proactive measures to be taken to prevent contract staff turnover. Departmental leaders should create fair and clear channels for professional development, improve monetary and non-monetary rewards and incentives, and balance individual competencies and responsibilities with workload. An integrated approach towards such concerns can benefit both individual satisfaction and organizational attachment.

Future research should investigate other factors that could influence turnover intentions, such as organizational commitment, leadership styles, and organizational justice perceptions, to increase the overall understanding of the determinants that encourage employees to remain in public sector organizations.

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