



Implementation of Job Analysis and Workload Analysis in Surabaya City Government

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Abstract. The research describes the analysis of the implementation of the utilization of the state apparatus and bureaucratic reform of the Republic of Indonesia based on No. 1 of 2020 concerning position analysis and workload analysis in the city of Surabaya. In this study, we saw the first problem: a discrepancy between the position analysis form contained in the Regulation of the Minister of Empowerment of the State Apparatus for Bureaucratic Reform No.1 of 2020 concerning Guidelines for Position Analysis and Workload Analysis with the position form in the application E-Formation Menpan. Second: the process of preparing workload analysis in accordance with the new regulations, the absence of continuation guidance regarding standards for the implementation of work volumes, and turnaround times. The method uses the paradigm of positivism, that is, with a quality approach to data collection and analysis. Determining the type of qualitative research here is not just choosing a method that focuses on the type of data and analysis, but because the qualitative method is suitable for seeing, photographing, and understanding the informant's experience of an event symptom that is still in the substantive shutter or substantive area of the office owner.

Keywords: Staffing Policy · Job Analysis · Workload Analysis

1 Introduction

Job analysis and workload analysis are products of bureaucratic reforms that are still being carried out today, marked by the issuance of Permenpan RB Regulation No. 1 of 2020 concerning Position Analysis and Workload Analysis. In Indonesia, position analysis and workload analysis are one of the government's efforts in managing the state civil apparatus [1]. Job analysis according to Sugijono [2] is needed to collect information to compile job descriptions, job specifications, and job evaluations. Position analysis is related to various HR functions and produces a description of the position or job that contains an overview of the content of a position regarding duties or jobs, performance standards, and job value, as well as job specification requirements that will be used as a basis for carrying out work within the scope of employee withdrawal (recruitment) [3] Meanwhile, workload analysis is management that is carried out systematically to obtain information about the level of effectiveness and efficiency of the organization's work based on work volume [3].

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Based on these rules, the Ministry of State Apparatus Empowerment and Bureaucratic Reform issued Ministerial Regulation No. 1 of 2020 concerning guidelines for position analysis and workload analysis [4]. Permenpan RB Regulation No. 1 of 2020 concerning guidelines for position analysis and workload analysis appeared with a different spirit than the previous job and workload analysis regulations. This difference lies in the concept of carrying out the analysis of the position and workload is carried out simultaneously which was previously carried out separately. Previously, the separation of the implementation of position analysis was contained in the Regulation of the Minister of State Apparatus Empowerment and Bureaucratic Reform No. 23 of 2011 concerning Guidelines for Position Analysis and for workload analysis as stated in the Decree of the Minister of State Apparatus Empowerment No. 75 of 2004 concerning Calculation of Formation Needs Based on Workload Analysis. Changes to the regulation of Permenpan RB No. 1 of 2020 have an impact on the unification of position analysis and workload analysis directly so no doubt government agencies must update the position analysis and workload analysis according to the latest rules.

The city of Surabaya has also experienced changes related to position analysis and workload analysis. The problems related to position analysis and workload analysis are strongly influenced by the number of civil servants, the number of positions and the level of education where these three components are related, so an in-depth analysis needs to be carried out. Based on statistical data, the number of civil servants in the city of Surabaya is 13,054 people with 5,174 men and 7,880 women. The total number of civil servants in the city of Surabaya is followed by the large number of positions available. In the city of Surabaya, the number of positions distributed in 2020 there were 13,108 employees with a total of 5228 men and 7880 women. The position with the highest number is in a certain functional position with a total of 7,607 positions and the position with the smallest number is the 2nd echelon with a total of 29 positions. For more details on the number of positions in the city of Surabaya, you can see in the Table 1:

In the city of Surabaya in 2021 the total of positions is 12,291 with male presentations of 4,885 positions and women of 7,406 positions. The most positions are in the Functional Positions of Teachers with a total of 4,985 positions and the smallest positions are in Echelon 5. For more details, you can see the Table 2.

In addition to looking at the number of positions to carry out the implementation of position analysis and workload analysis, it must also look at the distribution of education levels. In 2020 the undergraduate, doctoral and Ph.D. education levels have the highest number, namely 8,308 people and the elementary school education level has the smallest number, namely 210 people. In 2021, the level of undergraduate, doctoral and Ph.D education has the highest number, namely 8,089 people and the level of Diploma I, II/Deed I, II Education has the smallest number, namely 161 people. For more details, you can see the Table 3 as follows:

Based on the regulation of Permenpan RB No. 1 of 2020 concerning position analysis and workload analysis requires a massive change in all positions in the city of [4] Surabaya which is carried out for 2 years since this regulation was issued, when viewed by the large number of positions, namely 13108 people and the number of agencies in

Table 1. Number of Civil Servants By Position and Gender in the City of Surabaya, December 2020

| Position | 2020 | | |
|--------------------|------|-------|-------|
| | Man | Woman | Total |
| Certain Functional | 1887 | 5720 | 7607 |
| General Functional | 2559 | 4181 | 4040 |
| Structural | - | - | - |
| Echelon 5 | - | - | - |
| Echelon 4 | 634 | 606 | 1240 |
| Echelon 3 | 128 | 64 | 192 |
| Echelon 2 | 20 | 9 | 29 |
| Echelon 1 | 0 | 0 | 0 |
| Total | 5228 | 7880 | 13108 |

Source: Asn E-Master Information System Surabaya City

Table 2. Number of Civil Servants By Position and Gender in Surabaya City Government, December 2021

| Occupational Positions | 2021 | | |
|------------------------|------|-------|-------|
| | Man | Women | Total |
| JPT Primary | 17 | 7 | 24 |
| Administrators | 115 | 64 | 179 |
| Supervisor | 539 | 532 | 1071 |
| Echelon 5 | - | 1 | 1 |
| JF Teacher | 1256 | 3729 | 4985 |
| JF Medical | 246 | 975 | 1221 |
| JF Technical | 56 | 47 | 103 |
| JFU/ Executor | 2656 | 2051 | 4707 |
| Total | 4885 | 7406 | 12291 |

Source: Asn E-Master Information System Surabaya City

the City of Surabaya, of course, at the level of the process of implementing the implementation of the implementation of position analysis and workload analysis experienced obstacles both in terms of regulation and implementation.

There are several obstacles encountered in the situation in the field, namely the discrepancy between the position analysis form contained in the Regulation of the Minister

Table 3. Number of Civil Servants by Education Level and Gender in Surabaya City Government December 2021

| Education Level | 2021 | | |
|------------------------------------|-------|-------|-------|
| | Man | Women | Total |
| Up to elementary school | 162 | 9 | 171 |
| Junior High School/Equivalent | 266 | 25 | 291 |
| High School/Equivalent | 1619 | 877 | 2496 |
| Diploma I, II/Deed I, II | 57 | 104 | 161 |
| Diploma III/Deed III/Baccalaureate | 262 | 821 | 1083 |
| Bachelor/Doctoral/Ph D level | 12519 | 5570 | 8089 |
| Jumlah Total | 4885 | 7406 | 12291 |

of Empowerment of the State Apparatus for Bureaucratic Reform Number 1 of 2020 concerning Guidelines for Position Analysis and Workload Analysis [4] with the position analysis form in the E-Menpan application. This application is a system that is useful in preparing the needs for the formation of civil servant candidates every year.

In addition to obstacles in the process of preparing a position analysis form with a new format in accordance with the Regulation of the Minister of Empowerment of the State Apparatus for Bureaucratic Reform Number 1 of 2020 concerning Guidelines for Position Analysis and Workload Analysis [4], there are also obstacles in the process of preparing a workload analysis in one of the main task menus in the position analysis form. In the process of preparing workload analysis in accordance with the new regulations, there is no further guidance regarding standards for determining work volumes and turnaround times. In this case, the Organizational Section as JPT Pratama in charge uses standards according to estimates by considering the existing circumstances in the field.

2 Method

In accordance with the purpose of the study to be able to examine the substance of the new policy and has been promulgated in the Minister of RB Regulation No. 1 of 2020 concerning Position Analysis and Workload Analysis [4], the most suitable and appropriate method to be used in public policy research on job analysis and workload analysis is to use the positivism paradigm, namely with a qualitative approach in data collection and analysis. Determining the type of qualitative research here is not just choosing a method that focuses on the type of data and analysis, but because the qualitative method is suitable for seeing.

In this research, the focus of the research is based on the framework of the problem formulation that has been made, including: Implementation of Permenpan RB policy No. 1 of 2020 concerning position analysis and workload analysis in the city of Surabaya?

The location of the research was carried out at the Surabaya City Secretariat organizational bureau which was carried out for 5 months. Data collection techniques are a

top priority that has strategic value in research, this is because this research is to obtain primary and secondary data.

3 Result and Discuss

Position Analysis and Workload Analysis is a form of application of the concept of human resource management which has the main purpose of describing information on a position related to staffing duties. In the process of its preparation, of course, there are several stages. At the stage of the process of preparing the job title analysis and workload analysis consists of several technical stages which are described as follows.

3.1 Techniques for Implementing Job Analysis

Based on the regulation the regulation of the Minister of Empowerment of the State Apparatus for Bureaucratic Reform Number 1 of 2020 concerning Guidelines for Position Analysis and Workload Analysis, there are several stages that must be carried out by related fields which are described as follows:

1. Planning the job analysis process

At this stage, the Organization Section as JPT Pratama in charge of forming an internal coordination meeting in the Institutional and Position Analysis Subdivision with the Head of the Organization Section.

The internal coordination meeting will discuss and determine the identification of the number of positions in each regional device. Furthermore, collecting data based on the echelon family of positions such as calculations related to the number of echelon III, echelon IV, as well as functional and implementing positions.

2. Team building

At the stage of team formation for job analysis and workload analysis in the Organizational Section, the conditions for team formation based on existing regulations are the following criteria of the Job Analysis and Workload Analysis Drafting Team.

- a. Civil servants and/or PPPK who have attended training and/or technical guidance on position analysis and workload analysis; and
 - b. Objective requirements are having done job analysis and workload analysis; understand the relevant regulations.
- ##### 3. Notification to the organizational until to be targeted

Organization Department as the one in charge of submitting notifications to organizational units or regional devices through an invitation letter containing the agenda of the coordination meeting to discuss Position Analysis and Workload Analysis. The notification in the form of an invitation letter will be addressed to the Head of the relevant Regional Apparatus.

4. Submission of the position analysis form and instructions for filling it out

At the stage of the process of submitting forms and instructions will be submitted through a coordination meeting with the relevant regional apparatus. The meeting will explain the new format of Job Analysis and Workload Analysis.

c. Job Collection:

At the stage of collecting position data in the Surabaya City Government Organization Section, the implementation has taken the form of digitization. Furthermore, in the process of collecting position data, there are also substages that are carried out described as follows.

1. Filling in the list questions

In the process of filling out this list of questions contains related to the indicators in the position analysis form. The position analysis format has been provided in digital form on the Job Analysis application. Based on the digitization related to the form, the relevant supervisors, namely the Position Analyst and The Manager of Organizational and Governance Data in the Organizational Section will input related to the data needed in the position analysis format indicators.

2. Interviews

The process of implementing Position Analysis and Workload Analysis must certainly go through several stages according to existing regulations with the aim of achieving the expected goals. Based on the findings in the field, namely in the process of implementing the Position Analysis in the Organizational Section, there is no interview method.

3. Observation

In the Organizational Section of the Surabaya City Government in collecting position data, it does not apply the observation method. This is motivated by the internal Organization Section already having a database in previous years.

4. References

The process of collecting position data for the position analysis form in the Surabaya City Government Organization Section also uses related reference methods. In this case, it cooperates with external third parties, namely government consultants with the aim of validity related to the preparation of a job analysis database.

a. Position Data Processing.

1. Preparation of Job Descriptions

At the position processing stage related to the preparation of position descriptions using regulatory bases, namely Mayor Regulation Number 67 of 2021 concerning Position, Organizational Structure, Job Description and Functions and Work Procedures of the Surabaya City Regional Secretariat for structural positions such as Section Head and Sub-Section Head and Sub-Section Head and preparation based on the position family for executive positions such as analyst positions, administrators, managers, etc.

2. Preparation of position specifications

Data processing in the preparation of position specifications on the position analysis form in the Surabaya City Government Organization Section uses templates and standard conditions in the form of reference results from third-party sources such as psychologists.

3. Preparation of job map

In the position analysis form, there is a position map which is an indicator of the results of its preparation, for the position map will be compiled and verified through the Personnel and Human Resources Development Agency.

b. Position Verification

For verification through several stages, namely through the internal coordination meeting of the Organizational Section, then verifying with the Position Analysis and Workload Analysis Drafting Team with the Surabaya City Regional Secretariat.

c. Determination of Position Analysis Result

At the stage of determining the final results of the Position Analysis will be inaugurated through a decree or Decree issued by the Mayor of Surabaya as the Regional Leader of the City of Surabaya and for these results can be accessed by each regional device through the Position Analysis application.

3.2 Techniques for Implementing Workload Analysis

In compiling and determining workload analysis in government agencies, of course there are several stages that are carried out so that the implementation can be directed and also achieve the desired results. The following are the stages and steps used in the process of preparing a workload analysis.

1. Collection of Principal and Functions

a Main Duties and Functions

In the process of preparing the workload analysis has a continuity of the process with the analysis of the position. This is in accordance with the process of collecting the main duties and functions of the position.

b Task Details

The preparation of the details of duties is a derivative of the activities contained in the regulations on organizational main duties and functions and job descriptions in the position analysis form.

c Activity Details

The stages of preparing the details of the activities are derivatives of the details of the tasks in the form of analysis of the position and the daily activities carried out. For details of this activity will be filled in by officials above it or echelons with a higher level.

2. Implementation of Workload Data Collection

a. Questionnaire

In the early January period, the Organization Section as the section in charge of position analysis and workload analysis carried out the distribution of questionnaires on each regional device that will be carried out the workload analysis process.

b. Interviews

In the preparation of the workload analysis form, it does not use the interview method as a whole, this is against the background of the digitization of the Organizational Section regarding the workload analysis form.

c. Observation

At this stage it is not used entirely because for data related to the indicators the workload analysis form uses a database that has been verified in the previous year. For the observation method, it is only used when sampling a few positions, such as sampling observations for the Head of the Finance Sub-Section, which for this position is almost in every regional device.

3. Aspects in Calculation

a. Workload.

The determination of the workload in the workload analysis form in its preparation is based on the job description entered in the workload analysis form.

b. Average Ability Standards.

In the aspect of average capability standards, in the preparation of workload analysis there are no exact standards regarding every detail of the job description to be analyzed.

c. Working Time.

In this aspect it has to do with effective working time and effective working days. The calculation formula is described as follows: Calculation of Effective Working Hours.

- Calculation of Effective Working Hours 5 working days = 235 days x 5 h 30min/ day = 1,245 h rounded to 1,250 h; and The unit of calculation in minutes is 1250 h x 60 min = 75,000 min.

4. Method of Calculating Employee Needs

Based on the Regulation of the Minister of Empowerment of the State Apparatus for Bureaucratic Reform Number 1 of 2020 concerning Guidelines for Position Analysis and Workload Analysis, for the method of calculating employee needs, there are 4 methods that can be used. The Organization Section as the part in charge uses a task-by-job approach. This is motivated because for the results of position work that are analysed abstractly or variously, for example in the form of units of activity results and documents.

4 Conclusion

Based on the results of the discussion described above, there are conclusions that can be drawn and described as follows.

- 1 The process of implementing Position Analysis and Workload Analysis is a unified product that cannot be separated because there is an update to the regulations in the Regulation of the Minister of Empowerment of the State Apparatus of Bureaucratic Reform Number 1 of 2020 concerning Guidelines for the Implementation of Position Analysis and Workload Analysis.
- 2 In the process of preparing the Position Analysis in the Surabaya City Organization Section, it does not apply all the methods that have been regulated in the relevant regulations, this is against the background for the Position Analysis data every year will not move, because the data is qualitative. The renewal process related to the Position Analysis will be reconstituted if there are changes in the organizational structure and new governance.
- 3 In the Organizational Section of the Surabaya City Government, the implementation of the Workload Analysis is prepared every 1 year, namely at the beginning of the year, namely January. The entire series of processes for implementing Workload Analysis has gone through digitization, which is integrated in a website-based application system.

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