

The Management of Local Government Apparatus Resource Based on Job and Workload Analysis

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ABSTRACT

This Papers focus on job analysis as the basis of human resource system. It is describe about the job and workload and also the obstacles that are perhaps to observe during the work, and to supply all of activities of human resource management in the organization. Workload analysis is a process to decide the sum of time required to finish a specific job. The result of job and workload analysis goals to determine the number of employees needed in correspond to some specific workload and responsibilities given to an employee (the right man on the right place).

INTISARI

Tulisan ini menitikberatkan pada sumberdaya aparatur pemerintah daerah melalui sistem analisis jabatan dan analisis beban kerja. Analisis jabatan merupakan proses untuk mengetahui kesesuaian jabatan yang dipangku dengan syarat jabatan, sedangkan analisis beban kerja merupakan proses untuk menentukan kebutuhan pegawai. Kajian ini menyimpulkan analisis jabatan dan beban kerja bertujuan untuk mendapatkan pegawai sesuai dengan jabatannya.

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1. Introduction

Local Government needs to manage its apparatus resource well because the apparatus resource is the key to the success of reaching the local government's goal, which is establishing an excellent public service. Local government functions as a media to serve the public. It is therefore important that local government improve its public service quality to maintain its existence. As a service unit, local government is required to provide an effective and efficient service. However, it can only be realized if the unit is supported by qualified inputs. Properly, the service officials have to work in good performance. Hence, it is need to measure composition of all local government official for the job and the competence.

Job analysis always needed when organization a plan for the employees. It is a systematic activity to collecting, assessing, and integrating information related to the duty within the organization or some information related to the characteristic of specific positions" (Gibson, 1992). This analysis is conducted to learn about the workload and the obstacles that are possible to appear during the work, and to serve as the foundation of all human resource management activities in the organization. Some activities that are based on the result of the job analysis are the restructuring of quality improvement incentive, human resource planning, job design, trainings, carrier development, and work evaluation system (Hariandja, 2005). Job analysis is a process, method, and technique to get some job data which is treated to be job information and served to

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fulfill the employment program and as a feedback for the organization and the governance. For this reason, local government has to possess job analysis document so that the human resource system can function well. Job analysis allows one to identify job's description and specification. As a result, the existing human resource can be allocated precisely to each unit and this will guarantee an effective and efficient type of work so that the unit's performance can be optimal. Werther and Davis (1993) mention that there are 10 important reasons why job analysis in an organization needs to be done. It is because job analysis: (1) evaluates the challenges from the environment that can influence one's job; (2) avoids the unnecessary job requirements that can cause job discriminations; (3) reveals job's elements that can help or ignore working life quality; (4) plans the human resource's future needs; (5) matches the compatibility between job applicants and the vacancies; (6) defines the types of trainings for the new employees and the experienced ones; (7) determines the plans to develop potential employees; (8) determines a realistic job standards; (9) assigns the employees in corresponding positions where they can use their skills effectively; (10) gives fair rewards to each official.

An employee's workload can also be calculated through job analysis. This workload has to correspond with the service unit's needs. Thus, the employee management is applied whenever the evaluation to improve service unit is carried out (Suthar, BK, et.al, 2014). As a result, employees formation planning will correspond to the workload and the vacancy. In general, vacancy is the number of employees required in a public organization to establish a high quality service. Every an employee should accept the truth sum of workload. Because of that, realize maintain the high performance of a service, local government has to execute to the total of employees and the workload of them, so that is an equal between workload and performance. Properly, an affluent workload, which is not equal with the sum of existing employees, will result a nasty performance. On the other hand, too little load of a work will lessen the efficiency of a post. This will clearly be a loss for local government as a service unit. This is why employees planning needs to be done in the management of local government's apparatus resource. As stated by Donald E.Klinger and John Nalbandian (1985) in Sulistyani, Ambar Teguh and Rosidah (2003, p.16), human resource planning has a tight relationship with human resource allocation matters that include number, types or qualifications of skills and expertise.

Workload analysis is a process to determine the total of time used to finish one specific job. In other words, workload analysis aims to make certain about the number of employees needed in correspond to some specific workload and responsibilities given to an

employee. According to Simamora (2004), workload analysis is an activity which is done to identify the number and the qualifications of the employees required to realize the aims of the organization. In line with the opinion, The Ministry of Home Affairs Regulation (*Permendagri*) Number 12 Year 2008 uttered that a workload is a set or a number of activities that needs to be accomplished by a unit or an official in an organization for a period of time. Furthermore, workload measurement is also considered as a management technique to obtain information on certain positions or jobs. This is completed through a systematic process of research and evaluation. This job information will be useful in refining the apparatus whether it is in the institution, governance or the human resource sections.

Workload analysis counts the time and the employees' capability in completing the tasks. There is not much attention given to the workload so that the emerging problems are often seen as a result of the low working motivation and the lack of incentives. Apart from that, the volume of work in an institution is often unstable; there can be too much load of work at one time and too little at another time. Hence, the workload analysis will be important in learning the workload of each position and the lowest working unit. Eventually, the precise number of work volume imposed on a unit can be figured out, and this will later on be useful in interpreting strategic policies in the future.

The Ministry of Home Affairs Regulation (*Permendagri*) Number 12 Year 2008 has put in order the workload analysis to be able to establish the amount of employees needed in public service institution. Furthermore, job analysis is arranged within the Ministry of State Apparatus Regulation (*Permenpan*) Number 33 Year 2011. Taking these two regulations into accounts, it is clear that local government needs to manage the apparatus resource based on the job analysis and the workload analysis.

2. Discussion

2.1 Apparatus Resource

Apparatus resource essentially discusses the way to improve the apparatus' role and contribution within a public organization. For that reason, apparatus resource management aims at preparing the government beurocracy apparatus to be able to work professionally and can in turn give the best service to the society. The advancement of a public organization depends on the quality of the apparatus resource management. Moekijat (1984:10) explains that "management is an effort to improve work performance at present or in the future by providing information, working on attitudes, or administering more skills. In other words, management is any activity which is intended to change certain

behaviours through the means of information, skills, and attitudes". This kind of management is meant to be an investment that can affect the future of the employees (or apparatus) in positive manners. With certain development, an organization will be able to answer the demands of time while at the same instant facing the changes that may take place in the future. According to Gomes (2003:197), development points at learning opportunities which are designed to help the employees development. This, however, is not restricted only to the exertion to raise the workers' performance.

Human resources development matters always relate to the purposes of an organization. So, the organization needs some competitive apparatus resource with relevant qualifications so that the organization can reach its goals more effectively and efficiently. In accordance with Law Number 5 Year 2014 Article 16 that says "Every job, as mentioned, is stipulated based on the competence required ". If this management scheme is placed within the employees administration process, development will be the next step after an employee is accepted in an institution. The so called management is not in truth the request of the employees. It is rather the obligation of the organization management unit.

Mangkunegara (2005:44) defines that development is an effort to improve the employees' technical, theoretical, conceptual, and moral skills in suitable for the jobs requirements. Apparatus resource management is highly important because it can improve the apparatus' professional, conceptual, leadership and dedication skills so that eventually it improves the apparatus performance (Notoatmojo, 1998:2). Hence, it is understood that the aims of the apparatus resource development is to improve apparatus performance so that at the end the organization can achieve a high quality performance and productivity of the employees.

2.2 Job Analysis

Job analysis is a foundation of human resource system in local government. It is working on the compatibility between the jobs and the skills owned by employees. Through job analysis, the needs to require more employees, increase qualifications, and carry out equal distribution are identified. Job description informs us about the description of tasks, work conditions, and other aspects related to particular job. Job specifications reveal the qualifications needed for a job. In addition to this, Dale Yoder in Mangkunegara (2005: 13) states that "job analysis is a procedure carried out by looking at facts which are related to every job and which are obtained and recorded systematically. This is often called as job study, which will later on impact on tasks, processes, responsibilities, and needs of the employees being investigated".

Job analysis is a means to get job data needed, such as names of jobs or positions, and job specifications, in order to be able to determine the correlation between the job, its main tasks and functions. The steps in organizing job analysis are very important. Hence, we need to pay a close attention to the management procedure to get an optimal result. The completion of all the steps in job analysis will result in job description, job specification, and job evaluation.

It is mentioned within The Ministry of State Apparatus Regulation (*Permenpan*) Number 33 Year 2011 on Job Analysis Guide that job analysis can be used in (1) the Institutional Program to compose, perfect, develop, cut, integrate units of the institution; (2) the Employment Program to assess applicants, manage the current employees and the retired ones; (3) the Administration Program to determine work order, work relations, and work system; and (4) the Education and Training Program to be used in activities planning to meet the needs of improving the employees' knowledge related to the current demands and jobs. Job analysis therefore plays an important role in an organization. Thus, it needs to be formulated and composed by the Employment/administration unit so that a job or a position will match one's education, skill, expertise, and experience. Job analysis can also be useful in selecting job applicants based on their education, skills, and experiences and at the same time assigning selected people with specific criteria to sit in certain posts (Lee, 2013). It can be concluded that job analysis is a process employed to determine and describe the contents of a job, proficiencies, knowledge, and capability needed. This is mainly because a job needs to be performed by people who fit the requirements which are relevant to the prerequisites of the positions.

2.3 Workload Analysis

Refer to the Ministry of Home Affairs Regulation Number 12 Year 2008 workload is a collection of or a number of activities that has to be done by a unit or by an official for a period. It is also stated that workload standard means a systematic method to get information about the efficiency and effectiveness of a service unit, or an official, by using job analysis, and workload analysis. Workload can be described as the relations between a number of mental and resources processes capabilities with a number of tasks needed. From here, workload modeling can be developed as a technique for measurement analysis and workload calculation. Workload calculation is very crucial because it helps to evenly distribute the workload, manage the workload, and avoid situations where the work can be overload or, on the contrary, under load. In general can be described as follows: (1) Not only that human operator has one source of information process (based on cognitive

ability) to choose, but has also some more sources that can be chosen and used simultaneously. Depends on the nature of the tasks given, one of the cognitive sources can be operated consecutively for the tasks which only need one cognitive skill. If the tasks need several different cognitive sources, the cognitive sources can be used in parallel; (2) Human operator has limited capacity to process information. The limited cognitive source will result in supply and demand problems whenever an individual needs the same cognitive source to do two or more tasks. Using the same cognitive source to do more than one task at once can create overload which will eventually affect working performance. This can be seen in the forms of declining working speed and problems that appear while completing the tasks; and (3) Workload and work performance have a complex relationship. The increasing workload does not always reduce work performance. Work performance may decline if the workload is either too high (overload) or too low (under load). The ongoing under load situation can create boredom and the loss of awareness. However, the increasing workload (until it reaches the overload stage) may not reduce work performance if there is a strategy to handle the needs of the work.

Capacity is the ability (capability) of someone to solve matters so that one can reasonably function and be productive in relate with the duties and function imposed on him. Moekijat (1984) argues that the amount of time needed to accomplish a job is the equal with the sum of time which is used to (1) actually work; (2) do activities which are not directly related to production; (3) get rid of all of the weariness (fatigue time); and (4) do personal needs (personal time). The Categorization of Workload Measures There are three categories Based on the output generated by the civil servants after they carried out their tasks, namely:

- a) Under Load, a condition is less from the number of output that can actually be obtained based on the working time standard and the normal completion time;
- b) On Load, a condition where the amount of output yielded by civil servants is the same with the amount of output; and
- c) Over Load, a condition is larger or more than the amount of output.

One of the expectations of the local government apparatus resource management is to create a condition where there is compatibility between job description and the job which is truly performed every day. The reason of the desired is because the jobs which is carried out by the officials is not clearly and especially stated in their main duties. Job description should not simply define what a job is, but it should further define about tasks of a job, responsibilities, authorities, and details.

Based on the Minister of Home Affairs Regulation (*Permendagri*) Number 12 Year 2008 as a guide to workload analysis, there are three aspects needed, they are effective time norm (fix variable), workload or work volume, and effective working time or time needed to finish a task.

In line with the Minister of Home Affairs Regulation (*Permendagri*) Number 12 Year 2008, workload is defined as “an amount of job or targeted results that have to be achieved in a definite unit of time”. The workload itself can be used as a calculation material in workload analysis. In the Minister of Home Affairs Regulation number 12 Year 2008, it is mentioned that workload analysis is “a management technique which is carried out systematically to get information about levels of effectiveness and efficiency in the working system of the organization based on the work volume”. This implicitly points at the human resource or the apparatus in local government. It is therefore obvious that workload analysis has a tight relationship with human resource management, especially in the context of employee affairs.

Hence, it is expected that every employee who holds special kind of position understands the limits of his/her duties, responsibilities, and authorities. For this reason, “job description needs to be carefully composed so that the job description can function as the foundation or the guide to carry out the tasks effectively and efficiently, and so that there is no overlap of tasks among jobs or positions” (Quratulain, 2015). Therefore, some adjustments need to be done in order to give complete responsibilities and authorities to the employees. Whenever an employee is responsible about his/her job, he/she will not be ignorant about it. In addition, the adjustments discussed above can be a reference to decide the rewards and punishments for the employees. However, the rewards and punishments should be in equal with the workload.

Amount of employees in a local government should be in appropriate with the existing positions. This is mainly to avoid the overlap that can happen among the jobs (Sone, Et. al.2013). At this moment, there are tasks without officials so that the existing employees play the role as like as the daily activities. And then, it is significant that the mount of employees in local government is in line with the available jobs.

The results of job analysis and workload analysis, in general the employees have fulfil their jobs in appropriate with their main duties and functions adhered in their respective positions. This is shown through the results and the achievements of their work (Saif, Naveed, et.al. 2013). Suitably between job requirements and the officials, who is supports the success of the achievements of each employee.

Beside the main tasks which correspond to the main duties and functions, the employees are also given additional tasks to complete. Some of the additional tasks, however, are not necessarily related to the employees' main duties. It is often happen that, in local government, employees are required to carry out some work outside their main duties and function, out of their routine. For instance, their involvement in certain committees (ad hoc); here, their responsibility ends once the activity ends. This will not be a problem so long as this additional responsibility does not exceed the main workload, because then the employee will still be able to conduct their duties well. In fact, this is beneficial for the employee because he/ she will acquire new experience outside their routine that in turn will develop their skills and ability.

If the additional work becomes routine and is done continuously, it should become a part of a specific job and a specific position with its specific duties and function. Learning the nature of the expanding additional job which has turned into a routine and is carried out continuously, it should be separated and create a new post, and conducted by a different employee because the job has now greater responsibility and authority. Again, the compatibility between authority and responsibility is crucial to achieve so that the results of the work executed by an official can be clearly measured (Maria et. al . 2014). Hence, it will become evident what is already and what is not yet completed. Local government needs to put an effort on this matter in order to achieve an effective working system and to realize what the public expects of a public service.

Based on the Ministry of State Apparatus Regulation Number 33 Year 2011, there are two patterns of local government apparatus resource management. The first pattern (pattern 1) is the addition and/or reduction of employees in certain jobs. However, this pattern is going to need a special regulation because the alteration in one's job is not only based on the number of employees needed for specific positions, but also on skills and expertise owned by each employee. At least, an employee who is transferred to another post possesses skills and expertise which are relevant to the new job/post that he/she is going to hold. By doing this, incompatibility between one's competence and the job can be avoided. This is an important study in the employee management because it will influence the quality of an employee's performance. The second pattern (pattern 2) is establishing a list of new employees as the holders of the vacancies available because the organization is short-staffed and there is no transfer of employees from other units.

A job's completion process in a local government is actually a system so that one area of work is always

connected to the other. A good coordination mechanism will help an employee finish a job. For example, when an employee needs to provide data, the units related have to hand in the data needed quickly and accurately, so that the employee can work on time. This condition will allow all employees to work on time because they support each other in one way or another. In addition to this, assignments given to employees need to be delivered clearly so that there will no longer be employees who feel that they do the tasks which are not their responsibilities, despite the fact that they usually have no other options but do the jobs. If this condition continuous to happen, the employees will get overloaded and it will also create a non-conductive bureaucracy.

3. Conclusion

Human resource is an asset that should be managed well in order to realize the local government's vision, mission, and goals, the local government apparatus resource management is conducted based on the job analysis and workload analysis. The improvement of human resource capacity by allocating the certain number of work can motivate employees. There is a phenomenon in which an employee, who is initially excited to be trusted by the superior in doing his job, gets fed up, highly stressed out, cannot do the job well, and force himself to finish a job. This kind of thing happens if there is no compatibility between an employee's competence and the position he is holding. This incompatibility is caused by the disproportional composition between the employees' skills and expertise.

Taking this matter into accounts, job analysis becomes vital and has to be composed and formulated by the employment unit to figure out whether an employee suits or matches a job, after some investigation on the employee's education, skills, expertise, and experiences is conducted. The results of job analysis able to used to choose applicants to sit in certain positions that are compatible with their education, skills, expertise, and experiences and at the same time to stipulate the selected employees to hold specific positions based on the criteria required. The results of work performance evaluation can be used as a foundation to promote employees for higher posts. Or, if an employee has not met the expected performance standard, the related unit can make a GAP analysis to make a policy by which the employee gets a special training and education in accordance with his working unit or gets a job rotation.

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